DOCUMENT RESUME

ED 415 296 UD 032 074

TITLE	Exclusion Report. A Report on Black Exclusion from Schools in Southwark.
INSTITUTION	Southwark Council for Community Relations, London (England).
PUB DATE	1997-00-00
NOTE	46p.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Academic Failure; *Black Students; Black Teachers; Community Attitudes; Conferences; Dropouts; Elementary Secondary Education; *Equal Education; *Expulsion; Foreign Countries; Minority Groups; Parent Participation; *Racial Discrimination; *Suspension
IDENTIFIERS	*England (London)

ABSTRACT

This report is the outcome of a 1-day conference organized by the Southwark Black Education Group (London, England) Southwark Council for Community Relations, documents concerns of the black community about the exclusion of black students from the schools, and presents some practices that have been applied successfully in some schools to improve learning for all students. In Southwark it is estimated that exclusions of black children are higher than for any other group, including the informal exclusion of black students from some lessons. This exclusion is only a small part of the marginalization of black people in the education system. There are many examples of black teachers who are denied training and promotion. The Southwark district had set a target of 30% black teachers by 1992, but in fact, only 100 of the district's 3,000 teachers are black, and few are in senior positions. The report on the concerns of black citizens is supplemented by two essays: (1) "The Role of School Management in the Exclusion of Black Pupils" by Europe Singh; and (2) "The Psychological Effects of Exclusion on Black Pupils, Parents, and the Black Community" by Ken McIntyre. Recommendations from the conference are presented. These center on further study of the problem, review of curriculum, promotion of parent participation, and assistance in helping schools reduce exclusions. Seven appendixes present press releases and articles related to the conference and the exclusion problem and other reports on these issues. (SLD)

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EXCLUSION REPORT

a report on black exclusion from schools in southwark

ED 415 296

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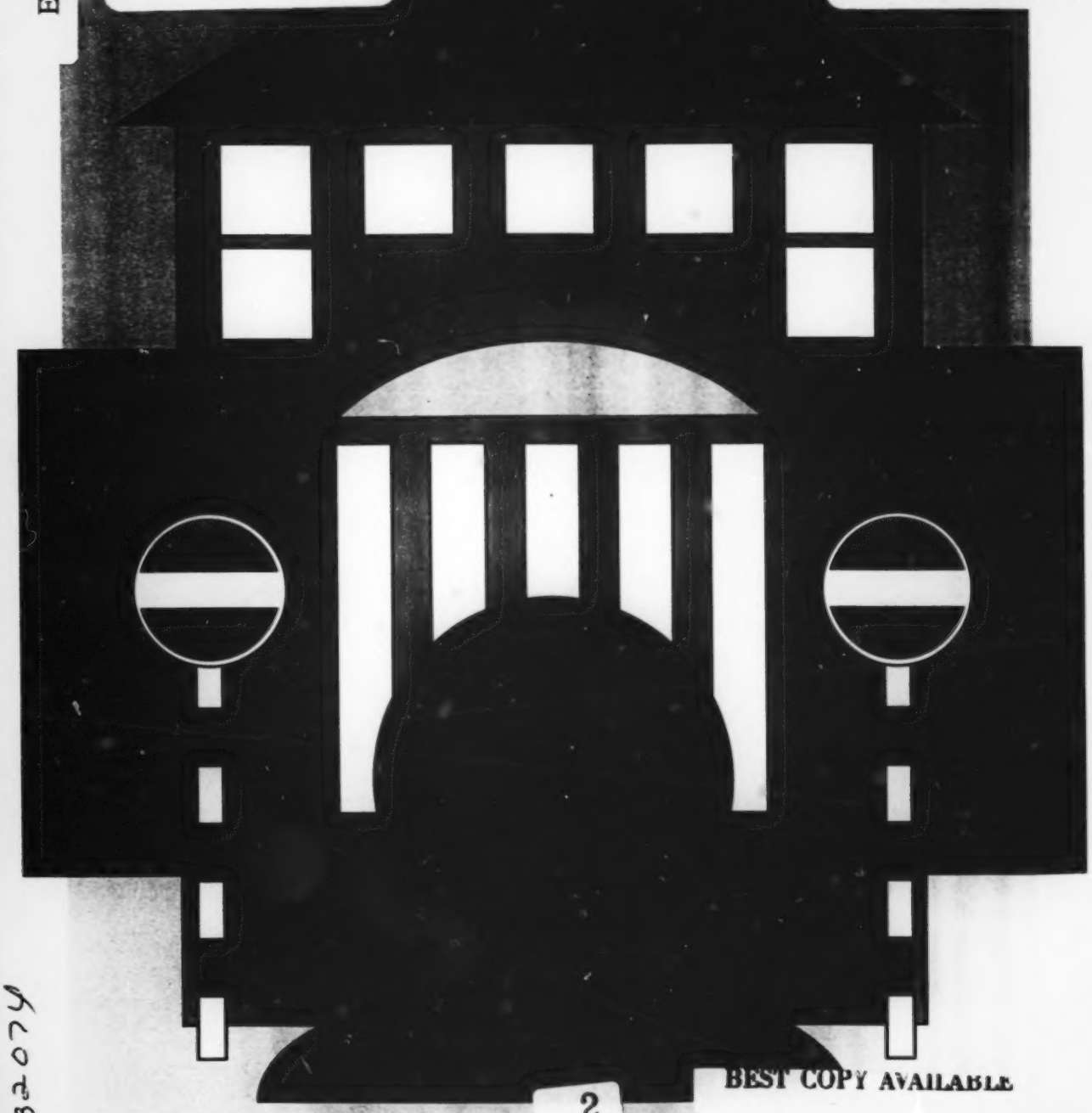

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Published by Southwark Council for Community Relations

0032074

PREFACE

This report is the outcome of a one day conference organised by Southwark Black Education Group and Southwark Council for Community Relations. It documents two things. The first being the Black community concerns and disquiet, and the second, it puts forward some good practices which have proven to be successfully applied in some schools and educational institutions for encouraging and promoting good learning.

At the time of the conference, and I believe there still now exist, an antagonistic disquiet amongst Black parents regarding the treatment of their children by the present education system. The fact that Black children are performing less well in schools than the children of the other social groups within the United Kingdom (UK) is of serious concern to these parents. A majority of the parents are second generation Black citizens who have experienced the system themselves. **It is a system which had failed them**. It is the same practices within the system which failed them that is not now also failing their children. This unacceptable situation has moved one step further. There is a disproportionately high number of Black children being excluded from education, some as young as 10 years old. The end result is the destruction of another generation of Black people. This, for many parents, is a deliberate and systemic strategy to maintain Black people in a class position which is conceptualised by liberal thinkers as "the underclass". A class position unequal even to the indigenous white working class.

Schooling is about equality for All. It is for the pedagogue to remove barriers to education, not to create them. (or there must be a place in pedagogy aimed at removing barriers to education) Racism and discrimination within the education system has been dominant factors hindering the success of Black children in schools for far too long. Those charged with the important responsibility of educating our children have a duty to do, create a school environment where at least the cultural ethos of all social groups are valued, holistic to the life of the school, and the curriculum positively taught. **The duty must be in the first instance to remove barriers where they exist**.

It is hoped, the report will not be the final outcome of efforts to keep on the education agenda the high esteem in which the Black parents regard educational achievements of their children. The Black Education Group and Southwark Council for Community Relations recommends that these good practices be discussed by every educational institution in the country, with the primary aim of them including the good practices in their Development Plan for implementation.
Our conclusion is that the educational institutions must share with Black parents their concerns, and take reasonable steps to improve the educational achievement of Black pupils and students as part of the national efforts being made to produce a highly skilled, qualified and intelligent population, for the 21st. century.

Councillor Aubyn Graham.

THE SPEAKERS

EUROPE SINGH

Europe Singh has worked in Education Service for many years. He was a leading proponent of anti-racist marches. He is now an Education Officer with the BBC.

DR KEN MCINTYRE

Ken McIntyre is a qualified teacher. He is now working as an Educational Psychologist working with children who have difficulties that prevent them from learning.

EXCLUSION REPORT

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1. INTRODUCTION TO REPORT

1.1 In its introduction of the National Curriculum the Education Reform Act 1988 sets out as its aims to:-

- Promote the spiritual, moral, cultural, mental and physical development of pupils;

- Prepare such pupils for the opportunities, responsibilities and experiences of adult life.

1.2 In effect the Education Reform Act sets as its aim to provide an entitlement curriculum for all pupils and students. It would therefore be fair to say that any procedures or practice within the education system and indeed the structure of schools which actively discriminates against a particular group of pupils is at variance with the aims and objectives of the Education Act. Any such procedure, practice, action should be challenged at the highest level.

1.3 The issue of exclusion in Southwark is one which stands in direct discord with the aims of the Education Reform Act. Indeed in the Council's Education Development Plan there is a clear indication of its commitment to an anti-racist approach to education. It was acknowledged that without effective policies and procedures to tackle racism and racial harassment experienced by pupils the education service would fail to gain the confidence of the black communities in the borough, and pupils will be turned off from the school system.

1.4 Although it would be fair to say that some heads within the borough have sought to employ a balanced approach to this issue, in the main there has been gross inconsistencies in the way the Exclusion Policy has hitherto been interpreted and executed. Southwark in this respect has failed to live up to its own Development Plan. Indeed the Elton Report 1988 called for consistent approach to behaviour within the schools.

1.5 Not surprisingly, there has been growing concerns in Southwark among the Black community about the execution of this policy and its effects on black pupils. It is the case that pupils of African and Caribbean backgrounds are disproportionately affected by the operation of the policy of exclusions, which is evident in Southwark Council's figures of pupils excluded from schools. It cannot be argued by anyone that this systematic approach to Black pupils can in any way promote their spiritual, moral, cultural, mental, physical development - nor can it be said to prepare them for the experiences of adult life. On the contrary, such activities can only serve to alienate them. The present procedures practices and action which excludes Black pupils from Southwark Schools access to the National Curriculum and further deny them the necessary tools with which to function and become useful and responsible citizens in their adult life.

1.6 It was against this background of concern that the Exclusion conference was called on the 25th April. The aim of the conference was to:-

- Highlight the disproportionate exclusion of black pupils in the borough;

- bring the Director of Education and the Leader of the Council face to face with the community to address this important issue;

- demonstrate to LEA and Schools that the Community was no longer prepared to suffer in silence as Black pupils were constantly denied access to the National Curriculum through the use of the Exclusion Procedure.

2 BACKGROUND TO EXCLUSIONS PUBLIC MEETING

2.1 The history of racism in British schools goes back to the 1950s and 1960s. Children of African and Caribbean background were labelled educationally subnormal and ushered into ESN schools. An accent, skin colour and culture were enough justification/evidence for the racist system to label them as "educationally subnormal". Further, many black children were placed in remedial classes which were originally set up to help children who were under-achieving academically. This was a further blow to the high expectation of achievements black parents had of their children. Reports from these "children" show how they were duly subjected to racist name calling and bullying.

2.2 There are still reports in Southwark of:-

- children being racially abused without any positive actions being taken by the schools;
- a catalogue of such racist name calling to which some Heads and some members of staff are incredulously indifferent;
- Our children are still over represented in special schools.

2.3 A formal investigation into the issue of exclusions from schools in Birmingham in 1985 found that:-

> "Black and ethnic minority children were **four times** as likely to be excluded as white pupils for similar offence and **three times** more likely to be placed in suspension units."

2.4 In similar investigation carried out in Nottinghamshire Education Authority found that Afro-Caribbean children were **six times** more likely to be suspended from schools for the same offences than their white peers.

Yet another report published in 1992 by Wolverhampton Race Equality Council found that **"between 1986-1990 pupils from minority ethnic groups comprised 40.8% total of those excluded" yet the total of local citizens aged 0-15 years from ethnic minorities is 26.13%.**

2.5 Southwark and neighbouring boroughs have highlighted much the same concerns for our children. In one borough (Lewisham) 61% of exclusions are black children and in another (Croydon) 35%, although the black pupils in Croydon comprise only 3% of the school population.

In Southwark it is estimated that exclusion of black children are higher than that of any other group (including informal exclusions e.g., excluding black pupils from lessons).

2.6 The exclusion of black pupils are only a small part of the scenario of the marginalisation of black people in the education system. There are examples of many black teachers who, after years of dedicated service, are being denied training and promotion. It is therefore no wonder that those black people who have achieved, also have little opportunity to influence policies, offer support and advice or to act as positive role models when their own position is so tenacious.

2.7 Under LMS and the move towards grant maintained status more serious issues are raised regarding the expulsion of black children. The responsibilities for developing policies for educating children will not be the task of lay members. Within the governing bodies where there is an absence of black governors, the needs and aspirations of black people are ignored.

2.8 Black parents and the black community need to be positively challenging the procedures and

structures of schooling and the education system to the advantage of black pupils. The future is in our hands. This is an important step we must take to give black pupils a chance of success in British schools.

3. EXCLUSION REPORT - (Issues Raised)

3.1 The black communities are already aware that Black pupils are over-represented in the exclusion figures - however, the Education Department not only has a duty to publish these figures but to set up structures and take measures to ensure that this

3.2 **Racism and Exclusions:** If we accept that racism plays an important rile in the exclusion of black pupils, then we should have teachers and advisers of the black communities to help schools in these areas.

3.3 **Numbers of Black Teachers Vs Black Pupils:** In Southwark, out of a possible 3,000 teaching staff, only approximately 100 are black. This follows that a few, if any, black teachers are in senior positions, which would not lease provide role models for pupils.

Southwark had set a target of 30% black teachers by 1992. This has not been achieved. Instead, black teachers are losing jobs in Southwark.

What has been the role of the Educational Psychologist, and the Inspector for Special Needs, who in various ways are involved in the issue of exclusion?

How many Educational Psychologists are employed in Southwark? How many are black? What arrangements are being made to employ more black psychologists?

3.4 **Inconsistency in the use of the Exclusion Policy**

- The exclusion procedure is being used against black pupils. Black pupils are being excluded for reasons white children are not. Can the Director and Leader of the Council give any justification for these inconsistencies?

- **Self-fulfilling Prophecy** for black pupils the scenario is one of self-fulfilling prophecy. They are often coerced into reacting to the racist stereo-typing and then being labelled as having problems.

- The Education Department and schools stand responsible for the poor education of black pupils who are frequent exclusion. This can only lead to poor career and job prospects for children.

THE ROLE OF SCHOOL MANAGEMENT IN THE EXCLUSION OF BLACK PUPILS

by
Europe Singh

1. INTRODUCTION

1.1 Only a couple of weeks ago angry parents met at Lewisham Town Hall to protest at the disproportionate exclusion of black (particularly African Caribbean) students from Lewisham's schools. The figures showed that 61% of pupils excluded temporarily or permanently were black yet black children account for fewer than 30% of Lewisham's school population.

1.2 More than one child out of every two excluded either for fixed terms (five days or more) or for indefinite and permanent periods, fell into this category -English, Scots and Welsh had an exclusion rate of only 35% while black Afro-Caribbeans had 25% excluded - still up on the 17.14% share.

1.3 A boy was 12 times more likely to be excluded than a girl. Parents voiced t heir disapproval of the way teachers were handling the problem. Some recounted 'horror stories' of how youngsters had been expelled, some allegedly without prior consultation either with parents or governors. This followed hard on the heals of the publication of the Nottingham report.

1.4 Community groups in Nottingham had complained to the commission about the high exclusion rate of Afro-Caribbean pupils from local schools. Afro-Caribbean pupils are five times more likely to be excluded from school than white pupils.

1.5 The exclusion rate of Afro-Caribbean pupils was highest in schools with relatively small numbers of ethnic minority pupils. The survey also found that negative attitudes among a minority of teachers were one factor in the disproportionate exclusion rate of Afro-Caribbean pupils. Nottingham's figures, it was suggested, were a reflection of the situation nation-wide.

1.6 We want to know today what the situation is in Southwark and what, if anything, the heads of schools, inspectors and education officers are doing about ensuring that this picture is not reflected in this borough.

1.7 In order to continue this discussion it is important to look at the relevant Southwark figures for 1990. I think it is instructive to look at the history of this whole debate. Clearly pupil behaviour and exclusions are the product of many factors and the outcome of complex procedures and pupil/teacher relationships. But racism and discrimination are factors influencing exclusion rates.

2 REFERRAL FOR BEHAVIOURAL REASONS

2.1 So, not only exclusions is to be taken into account but all forms of referral for behavioural' reasons. Clearly pupil behaviour and exclusions are the products of many factors and the outcome of complex procedures and pupil/teacher relationships. However racism and discrimination are factors influencing exclusion rates.

What are the reasons for this?

2.2 The story begins almost a quarter of a century ago, again with a statistical report from the ILEA.

Dated September 1966., this revealed that although only 13.2 percent of children in ILEA schools were 'immigrants'(sixties terminology) mainly of West Indian origin, they constituted 23.5 per cent of the pupil population in the Authority's ESN schools.

2.3 May (1967) the head teachers of ESN schools reported that wrong referrals to ESN school were four times more likely to happen in the case of 'immigrant' pupils and the head teachers of ordinary schools were referring children for behavioural rather than educational reasons. They also criticised the methods of assessment employed by educational psychologists.

2.4 In 1970 the North London West Indian Association lodged a formal complaint of racial discrimination with the then Race Relations Board against one of ILEA's neighbours - the London Borough of Haringey because of the disproportionate number of black children in Haringey ESN schools. In the same year the Caribbean education and community workers' Association organised a conference on the issue which was addressed by the Caribbean Educationalist Bernard Coard/ His conference address was published under the title **How the West Indian Child is made Educationally Subnormal by the British school system.**

2.5 The ESN issue was just one symptom of the racism operating in the school system as a whole: through the prejudiced attitudes and low expectation of individual teachers, the biased inherent in IQ and other testing devices employed by educational psychologist.

2.6 In 1971 ILEA's **Children with Special Difficulties** by the Chief Education Officer acknowledged that some children were being wrongly referred. Head teachers initiate the consideration of individual pupils for placement in ESN schools by putting them forward or statutory examination, were instructed to give careful thought before taking this step.

2.7 Metcalf found the 'undertakers syndrome was to the fore - get rid of the body at all costs.' Because of this black educationalist focused on the in-school processes, and asked questions about the ways in which prejudiced attitudes were mediated through learning materials organisational structures and testing mechanisms.

2.8 The suggestion that black pupils figure disproportionately in suspensions because of the correlations between suspension and 'they come from one-parent families' and 'inner city factors' in which they are highly represented could not be justified.

2.9 Michael McManus, working in Leeds discovered that schools with comparable catchment areas and similar proportions of pupils with reading difficulties and attendance problems had suspension rates differing by a factor of 18. He has devised strategies aimed at identifying factors in the organisation features of schools which correlate with low and high rates of rejection of children.

2.10 The level in a school hierarchy at which the decision is made is crucial. In low suspending schools form tutors tended to have more responsibility and year teams would resist attempts to refer pupils to higher authority. In high suspending schools, form tutors tended not to be expected to get greatly involved in decisions relating to 'problem' pupils.

2.11 There is definitely a need to avoid simply counting heads, discussion individual children and focusing on any one category of out-of mainstream provision. Children who are out of mainstream. whether they are in special schools, support units or suspended or the further category of pupils who are physically present in mainstream schools but who are exempted from the national curriculum by head teachers using their new powers under the 1988 Education Act.

2.12 Educational psychologists were told to be cautious when heads referred 'coloured' children and that psychological assessments should result in reducing the numbers of coloured children in special schools. Many children who show either behavioural or learning difficulties should remain in primary and secondary school.

2.13 It was felt at that time to be the right policy, ignoring the wider issue of racism in the school system, but at least it seemed that the wrong referral of black children out-of-mainstream and into special education was about to be tackled. Inducements in the form of practical advice on how as long as they didn't use the ESN label, could continue to remove children from their schools.

2.14 Boundaries between different categories of special education are flexible. It is not always easy to distinguish whether maladjustment is secondary to learning difficulties or vice versa. Many instances backward and difficult behaviour are so closely related that inevitably there has to be an overlap of provision, a clear hint that heads should consider applying the Maladjustment label in place of the ESN label.

2.15 Further, there were places where children could be sent without the need for lengthy formal assessments. 'Delicate' schools were cited, 'ease of admission... A child is not deemed Maladjusted but admission is arranged locally by the principal school medical officer sometimes in consultation with a child guidance clinic. Both admission and withdrawal are informal and this, together with the absence of derogatory labelling of the child ('delicate' is felt to be respectable) commends itself to parents'.

2.16 Of expansion in the type and numbers of units and centres to which children could be sent without the need of formal assessment, 'special units', 'centres for basic learning', 'educational guidance units', 'more nurture groups and' more opportunity classes' and in 1978, the School Support Programme.

2.17 The rhetoric of children remaining in their primary and secondary schools was belied in the same report by a funded programme designed to facilitate the continued removal of children from mainstream schools, so long as the ESN label was not over-used.

2.18 Black children ceased to be over-represented in ESN schools (now called moderate learning difficulty, or MLD schools). Instead they became over-represented in Malad schools (now termed emotionally and behaviourally disturbed, or EBD, schools). Thus, although Afro-Caribbean children constituted 17.3% of the total school population in ILEA in 1986, they formed only 17% of the children in MLD schools, but 23.6% of the children in EBD schools.

2.19 Black children became over-represented in many of the 'ad hoc units' which burgeoned in ILEA following the 1971 report. Black children represent around 16 to 17% in London schools: 22.8% in Tutorial classes; 26.1% in Educational Guidance Centres; 24.4% in Opportunity Classes, 28% in School Support Centres - sin bins. Added to this list is the latest statistics on black children suspended from schools and we will begin to see the extension of the problem.

Particular Issues For Black People:

- Racism in procedures - teacher
- In curriculum materials/alienation
  (pupil's access to the curriculum was severely limited by the smallness of the units)
- lack of training for teacher in anti-racism strategies
- lack of black teachers in schools
- no monitoring and strategy from the authority

3. SOUTHWARK FIGURES

3.1 There has been a fairly sharp rise in rates of exclusions in both primary and secondary schools. Boys were much more likely to be excluded than girls, 15:1 in primary schools and 3.6:1 in secondary schools; higher in mixed than in single-sex schools. Pupils from a Caribbean background were over-represented.

3.2 About 52 schools in the borough had less than 21 exclusions, six schools between 21-40. 7 schools reported the highest exclusion numbers (61-114) and one had a high exclusions number of 272. The rate of exclusions increase with increase in age from age 5 to 13. Of exclusions during 1990. 1190 (79.2%) were boys and 313 (20.8%) were girls in Southwark schools. The ratio of boys to girls was 3.8:1.

3.3 Southwark has a total primary school population of about 19,381 in 1990. Of these, the Caribbean represents 13.18% and African 5.26%. The secondary schools population was recorded to be 9,289 and the Caribbean represents 15.81% and African 8.31%.

3.4 The rank order of Exclusions are as follows:

For primary schools: Caribbean followed by African, Greek, Turkish, S.E. Asian, Other white, other Black, other European, Indian, Irish, Bangladesh, ESW and Pakistani respectively.

For Secondary Schools: Caribbean followed by S.E. Asian, other Black, African, Arab, Greek, Pakistani, Turkish, Other White, Bangladeshi, Irish, Other European and ESW respectively.

3.5 **Reasons**: Single severe incident: 40.7% in Secondary schools;
34.9% in Special Schools
Fighting: 33.10% in Primary Schools

3.6 **What can be done:**

- legal duty of LEAs with regard to permanent exclusions
  Local authority has the power to re-admit. They should do if child is excluded whilst in the process of being assessed.

- Heads fighting to get attention
  Heads of schools exclude pupils to put pressure on local authority to get extra help. Experience shows that it never works. LEA's don't respond to this sort of pressure.

- Advice for parents
  Get advice for solicitors
  Complain to ombudsman
  LEAs should give parent information about where they can go for advice.
  Straightforward role of Children's Legal Centre/ACE

- Looking at problem schools and good schools extracting and disseminating good practice.

3.7 Total number of teachers in the LEA schools is approximately 2,500. Of this number, approximately 5-7% (between 100 and 140) are distributed between the primary, secondary and special schools. 45% of Southwark schools population is black and ethnic minority pupils. There is inadequate recruitment of black teachers and governors in Southwark Schools.

THE PSYCHOLOGICAL EFFECTS OF EXCLUSION ON BLACK PUPILS AND THE BLACK COMMUNITY

by Dr. Ken McIntyre

1. INTRODUCTION

1.1 I have not been given enough time to explore the details of a very complex set of psychological and sociological issues. It is no recent phenomenon however and it has figured very highly in all agendas on the performance and experiences of black children in British schools. Exclusion from school can be one of the most critical and sometimes traumatic experiences that a child and its family can encounter.

1.2 I hope here to give a brief perspective of the issues of what is a very understudied aspect of the experiences of black pupils.

1.3 The fact of the matter is that the impact of exclusions cannot be considered just in terms of its immediate effect but also be seen in terms of its medium and long term effects on the psycho/educational development of black children. More so, its impact must also be considered in terms of its pervasive effect on family life and in its debilitating effect on the development and enhancement of the black community itself.

1.4 I am not going to say in this brief lecture that all black children are saintly in school -that would be foolhardy because there are some black children who are of very serious concern to those of us in the field. But then again there are also many black children who are well behaved and who despite the obstacles still manage to achieve great success for themselves at schools. Nevertheless it is these same obstacles which trip up and damage large numbers of our children. The denial of access to education which is what exclusions is all about is one such fundamental and crude obstacle.

1.5 I am sure you are familiar with this and there is perhaps no need for me to recount the research studies which have shown this to be a worrying feature. What we do know is that it happens to black children more than to others. What I will say though is that since the ILEA published its report in 1986 on the over representation of black children on suspension lists and the ensuring furore, fewer and fewer Authorities are willing to publish. I understand that Southwark is one such Authority.

1.6 But what is it that they have to hide? Why is it that this matter should be such a contentious issue for both schools and Authorities? I believe there are a number of reasons.

2. STRUCTURES AND POLICIES

2.1 It gives a very powerful insight of the extent of school mismanagement lack of effective policy, and inadequate staff training;

2.2 All the studies I have read and have been involved with show that invariably black children are excluded for no other reason other than cultural stereotyping and the racism of teachers. Once again it seems we cannot talk about the difficulties of black children without mentioning racism in schools;

2.3 Once the figures are published schools have to do something to appease the critics. This is not usually a task they set about with any degree of clarity and commitment. They usually end up blaming the children, their families and the neighbourhood they come from.

2.4 And what is the consequence of this blind and irrational thinking? They take the easy way out and this disproportionate representation on exclusion lists quickly become a disproportionate representation of black children in special schools and units for children with some social and emotional problems.

3. CONSEQUENCE OF EXCLUSION

3.1 My work with excluded pupils and their families suggest that there is an immediate psychological impact on those pupils who think the school is unjustified in its actions. The pupils become part of an estrangement process which can quickly make them lose their trust and confidence in the school. Worse still even if the family is initially supportive of the child, the frustrations and bureaucracy, not to mention the off-handedness, suspicion, degradation and dehumanising way in which they are treated, lays the foundation for long term disruption in family life. In addition to this the child involved becomes less keen on a return to its school and it might even be difficult to re motivate him with a move to a different school. The child becomes less psychologically attached to school and to formal education in general.

3.2 I wish to speak for a few minutes about what I mean by attachment and its importance in understanding the psychological effect of exclusion. For those of you who aren't psychologists, the importance of attachment has been known ever since people started having babies. Attachment is about the very strong and close relationship between parent and child. Psychologist and one in particular called Bowlby, believe that if this initial relationship is faulty or disrupted or not allowed to take place, then the infant's development will be delayed. The child will fail to thrive. But as a healthy child grows older it develops strong attachment bonds with other significant adults and agencies such as teachers and school. It is through these that the child learns about the wider world and how well it can trust others. The social and educational bonds involve trust, confidence, and friendship and motivates the child to be successful.

3.3 Exclusion disrupts this relationship and weakens the bonds between child and school. It makes the child feel insecure and uncomfortable. It is the quickest way I know to destroy the motivation and commitment of a pupil. No one let alone a child could learn when faced with that trauma. The more so if exclusion takes place as a result of teacher racism and prejudice as the research in this field tells us often happens. The child becomes disaffected and so distrusting of teachers that it can sometimes be impossible to re-establish its attachment relationship with that school or any other for that matter.

3.4 Research and common-sense tells us that black pupils in that situation and who are not in school quickly fall prey to the unsavoury influences in street life. That is where the new relationships are forged. That is where the new learning takes place with all its consequences for the individual, the family and the community.

3.5 Some others of course return to school with their relationships so disrupted because of the high-handedness of schools, that in no time at all there is another crisis. This time the school makes sure there is no return and the pupil is permanently excluded from school life. This in my experience also has a catastrophic effect on family life and I still have not grown accustomed to the sight of distraught parents in this predicament. It is amazing how quickly the tension in such families can lead to total breakdown in relationships.

3.6 But of course the effects of this trauma can also become a major influence in later life. When these children become parents and their children begin to attend school all the old feelings are dredged up and in turn begin to influence the next generation by limiting the confidence of parents to support their children at school.

3.7 Ladies and gentlemen I must stop their since I have run out of time. As a summary, may I say that the arbitrary use of exclusion as a means of controlling black pupils is a problem for the pupil, the family, the community and could also have an impact on the psycho/educational development of the following generation.

26th April 1992

RECOMMENDATIONS FROM THE CONFERENCE ON EXCLUSIONS

1. FROM THE FLOOR

1.1 The conference called for the setting up of and independent enquiry/working party without delay.

1.2 To ensure that some experienced researcher with a knowledge education and the black community be sought. To be mandated as to the cause of expulsions/exclusions for the black and ethnic minority pupils The researcher should submit recommendations to the working party which would duly report back at the next meeting.

1.2 An enquiry into all schools which have a higher than Justified number of black suspensions.

1.4 In relation to reduction/elimination of exclusions to Look at the difference in effect when discipline is issued by staff at a lower level (hence fewer exclusions) and when issued at management level.

1.5 All schools to look at their policies with regard to expulsions 50 that there is a consistency, equality and fairness.

1.6 That schools get assistance in looking at their relationship with pupils and how they're going to reduce exclusions.

1.7 To ensure that black and white teachers who are concerned are not negated from the campaign.

2. EDUCATION DEPARTMENT RESPONSE.

The Director of Education committed the Department to:

2.1 To write to all schools (nursery, primary, secondary and special schools) to look at the issue and to identify what it sees as the areas that need to be addressed.

2.2 To ask schools to establish dear policies on discipline to form common practice amongst all staff to which parents should subscribe.

2.3 Handbooks to be given to all parents

2.4 To initiate involvement of parents at an early stage when things are obviously wrong.

2.5 To make dear distinctions between major/minor offences.

2.6 To review the issue of pastoral care

2.7 To review curriculum content

2.8 To review skills that teachers need in terms of classroom management and understanding children from differing backgrounds.

APPENDIX 1

SOUTHWARK BLACK EDUCATION GROUP
PRESS RELEASE

SOUTHWARK EDUCATION DEPARTMENT REFUSE TO RELEASE EXCLUSION FIGURES.

Anger grows among black parents and black educationalists in the London Borough of Southwark, at the Education Department's consistent failure to respond to a request from Southwark's Black Education Group to release its exclusion figures for 1990/91.

The Group estimates that over 80% of all exclusions during that period were black. This suggests that both parents and children are getting a raw deal from schools, white dominated governing bodies and an insensitive and complacent Education Department.

The figures, first requested before the publication of those in neighbouring Lewisham last year, were promised by December 1991. Some three months into the year, the group has been informed that the figures are not available.

SBEG and Southwark Council for Community Relations, in response to pressure from black parents and some concerned governors, have organised a public meeting for April 25, to address the matter.

The meeting, to be held at Warwick Park School, Peckham Rd., London SE15, is scheduled to run from 11 am - 2 pm. Creche facilities and refreshments will be available .

Speakers include Europe Singh on "The Role of School Management in the Exclusion of Black Pupils" and Dr. Ken McIntyre - "The Psychological Effects of Exclusions". Gordon Mott, Director of Education and Sally Keeble, Leader of the Council, have been invited to attend .

"It is high time that teachers, governing bodies and the Education Department are made accountable to the black community. The Group is particularly concerned that the Education Department, in recent months, have singularly refused, to take seriously, the concerns raised by black and minority ethnic parents. It has, for example, failed to reassure parents that it is dealing seriously with the growing tide of racist attacks and bullying. It has failed to keep us informed as to the progress, made by themselves and the Police, to apprehend those who attacked and assaulted a number of children and teachers from a local school in the summer of last year.

"This in our view is a clear demonstration of the Education Department's contempt for the black community and a sign of the poor leadership quality. We wish to see these negative effects and oppressive practices in the classroom which impacts on our children and community change.

"I hope that the public meeting will be well supported, that it will effect the changes that are necessary to ensure our children receive a fair and just education, in an environment free from racism and racist practices. We hope for this in all Southwark's schools."

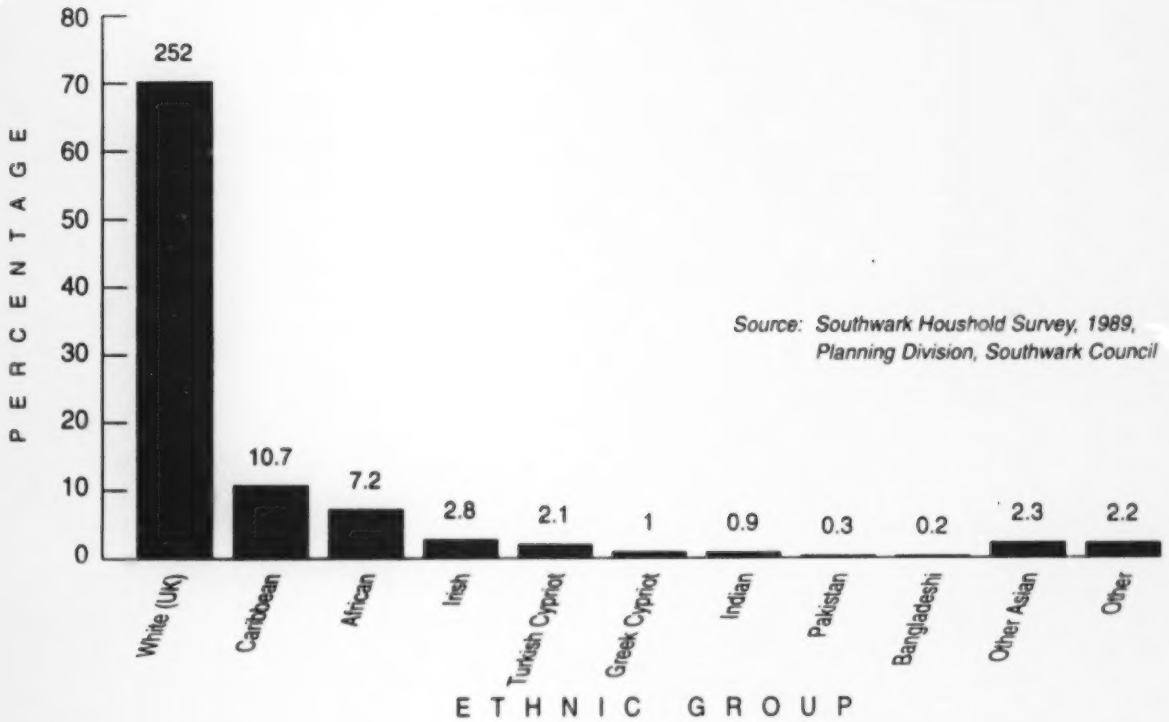
Comment by Anstey Rice, Chair of the Group

SBEG/PR/92/03/23

APPENDIX 2

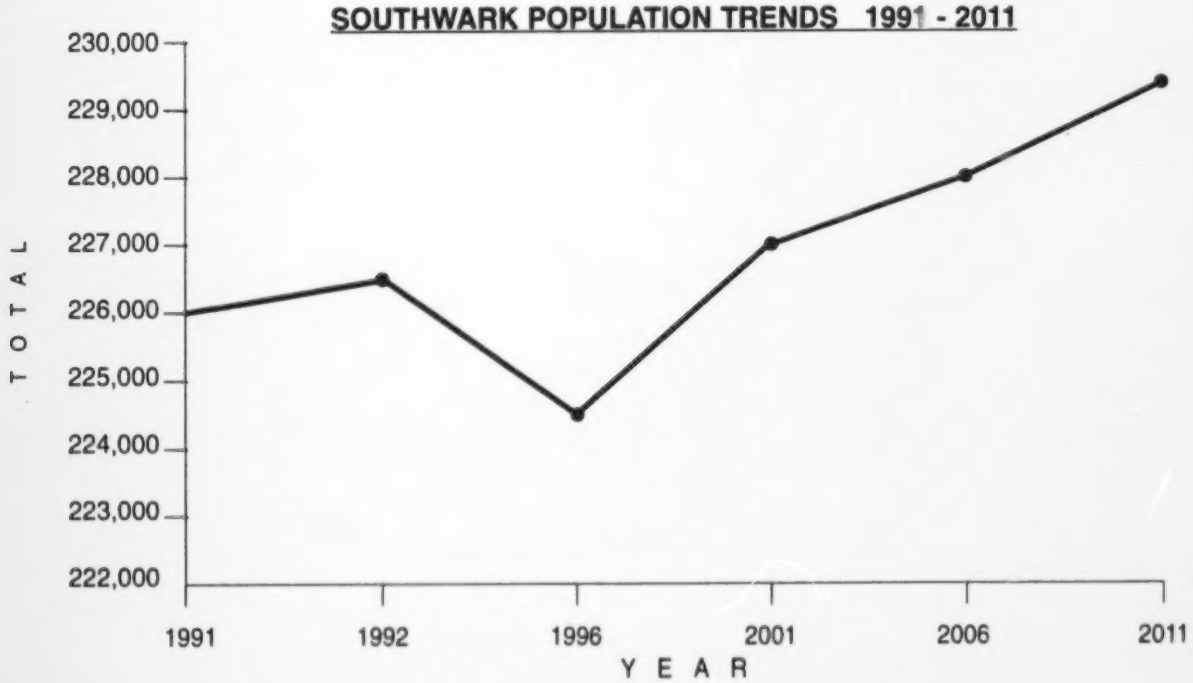
SOUTHWARK POPULATION

TOTAL NUMBER OF EXCLUSIONS BY ETHNIC GROUP



Source: Southwark Houshold Survey, 1989, Planning Division, Southwark Council

SOUTHWARK POPULATION TRENDS 1991 - 2011



SOUTHWARK SCHOOLS

ETHNIC BACKGROUND OF SCHOOL POPULATION (%)

ETHNIC GROUP	YEAR 1991*			YEAR 1992*			
	PRIMARY	SECONDARY	TOTAL	PRIMARY	SECONDARY	SPECIAL	TOTAL
AFRICAN	11.2	11.5	11.35	12.50	11.54	4.73	11.99
ARAB	1.1	0.9	1.0	0.95	0.79	0.68	0.88
BANGLADESHI	2.4	3.6	3.0	2.28	3.73	0.68	2.83
CARIBBEAN	16.7	19.2	17.95	16.44	18.31	16.89	17.19
CHINESE	1.1	1.8	1.45	1.32	2.37	0.00	1.71
ENG/SCOTS/WELSH	48.5	41.1	44.8	45.51	37.31	58.78	42.48
INDIAN	1.5	1.2	1.35	1.61	1.25	2.03	1.47
IRISH	3.8	6.5	5.15	4.15	6.64	3.38	5.12
GREEK	0.2	0.4	0.3	0.18	0.30	0.00	0.23
PAKISTANI	0.6	1.1	0.85	0.46	0.60	2.03	0.54
TURKISH	1.2	1.9	1.55	1.61	1.93	0.00	1.71
VIETNAMESE	2.0	1.9	1.95	1.59	1.77	0.68	1.65
OTHER	1.1	1.5	1.3	0 99	0.44	4.73	0.83
S. ASIAN	0.5	1.1	0.8	0.84	1.25	0.68	1.00
OTHER EUROPEAN	1.6	2.3	1.95	1.42	1.63	0.68	1.50
OTHER BLACK	3.3	1.8	2.55	0.88	1.22	1.35	1.02
OTHER WHITE	1.1	1.0	1.05	0.49	0.57	0.68	0.53
GREEK CYPRIOT	0.4	0.5	0.45	0.20	0.24	0.68	0.23
LATIN AMERICAN	0.4	0.3	0.35	0.58	0.68	0.68	0.62
TURKISH CYPRIOT	1.4	0.6	1.0	1.15	0.27	0.00	0.79
UNCLASSIFIED				4.86	7.16	0.68	5.70

Source: ** 1991 Educational Priority Index Survey Results*
*** 1992 DES Ethnically-Based Statistics Survey for age 5, 6, 11 and 12*

ETHNIC BACKGROUND OF SCHOOL TEACHERS (%)

ETHNIC GROUP	PRIMARY	SECONDARY	SPECIAL	SOUTHWARK
WHITE	62.6	59.2	84.4	68.7
AFRICAN	5.5	10.7	3.9	6.7
OTHER BLACK	0.2	0.2	1.9	0.8
INDIAN	2.1	1.5	1.9	1.8
PAKISTANI	0.7	0.8	0.0	0.5
BANGLADESHI	0.1	0.0	0.0	0.3
CHINESE	0.1	0.4	0.0	0.1
ANY OTHER GROUP	0.9	4.8	1.0	2.2
UNCLASSIFIED	25.0	19.7	7.8	17.5

Source: DES Form 618G, January 1992

SOUTHWARK SCHOOLS

SCHOOL ATTENDANCE (%)

SCHOOL TYPE	PRIMARY* %	SECONDARY %	SPECIAL %
MAY 1990	86.76	86.36	
MAY 1991	86.36	80.37	79.63
OCT 1991	81.83	87.10	80.90

Source: May and October Roll and Attendance Survey
** Based on one day survey * Excluding Nursery*

TEACHERS IN SCHOOLS 1985-1992

YEAR	PRIMARY	SECONDARY
1985	900.4	1031.8
1986	929.2	954.7
1988	939.8	796.6
1989	897.0	659.0
1990	953.6	614.9
1991	971.5	587.4
1992	933.8	507.0

Source: DES Form 7, January 1992

PUPIL - TEACHER RATIOS 1985-1992

YEAR	PRIMARY	SECONDARY	SPECIAL
1985	19.30	14.80	
1986	19.10	14.70	
1988	19.50	15.10	
1989	20.20	15.66	
1990	20.00	15.60	
1991	18.50	15.20	4.60
1992	19.55	17.10	5.80

Source: DES Form 7, January 1992

CLASS SIZE

TYPE OF SCHOOL	AVERAGE CLASS SIZE
NURSERY*	20.32
PRIMARY	19.88
SECONDARY	21.06

Source: DES Form 7, January 1992.
• Nursery classes within Primary Schools

SCHOOL MEALS

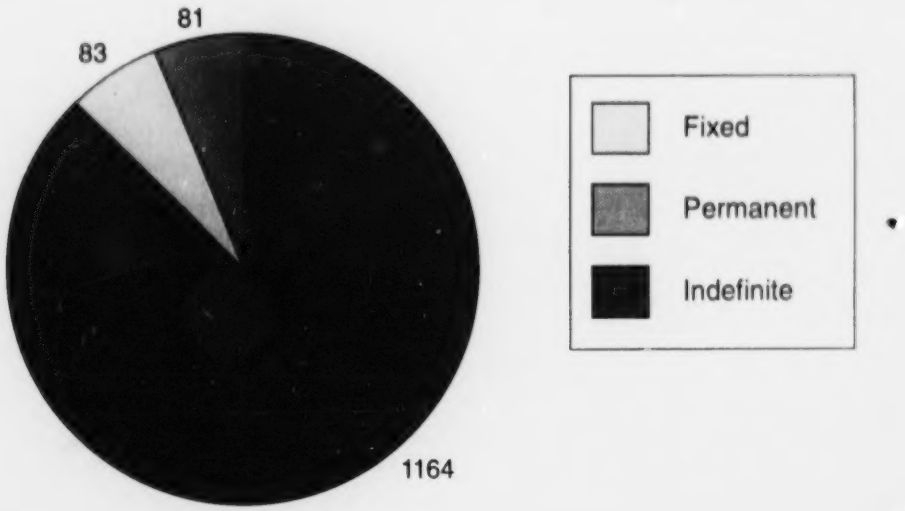
SCHOOL TYPE	PRIMARY %	SECONDARY %	SPECIAL %
FREE MEAL	34.19	28.36	33.54
BOUGHT MEAL	26.34	16.83	21.17
OWN MEAL	19.52	12.98	3.98
OTHER ARRANGEMENTS	19.25	41.83	41.3
PUPILS PRESENT	20351	8196	477

Source: DES Form 7, January 1992

18

EXCLUSIONS 1990 - 1991

TOTAL NUMBER OF FIXED, INDEFINITE AND PERMANENT EXCLUSION 1990 - 1991



ETHNIC DIFFERENCES IN EXCLUSIONS BY TYPE OF EXCLUSION

ETHNIC GROUP	FIXED %	INDEFINITE %	PERMANENT %	NUMBER	TOTAL %
BLACK AFRICAN	9.2	8.6	3.6	117	88
BLACK CARIBBEAN	24.5	21.0	24.1	322	24.2
ARAB	1.2		1.2	15	1.1
SOUTH EAST ASIAN	7.0	4.9	2.4	88	6.6
BANGLADESHI	0.4			5	0.4
INDIAN	6.8	4.9	1.2	84	6.3
PAKISTANI	0.3			4	0.3
OTHER BLACK	2.5	2.5	2.4	33	2.5
ENG/SCOTS/WELSH	27.3	35.8	39.8	380	28.6
IRISH	2.9	3.7	4.8	41	3.1
GREEK	0.9	1.2	2.4	13	1.0
TURKISH	1.2	2.5	2.4	18	1.4
OTHER EUROPEAN	0.9			11	0.8
OTHER WHITE	0.3	1.2	1.2	5	0.4
UNSPECIFIED	14.5	13.6	14.5	192	14.5
COLUMN TOTAL	1164	81	83	1328	
%	87.7	6.1	6.3		100

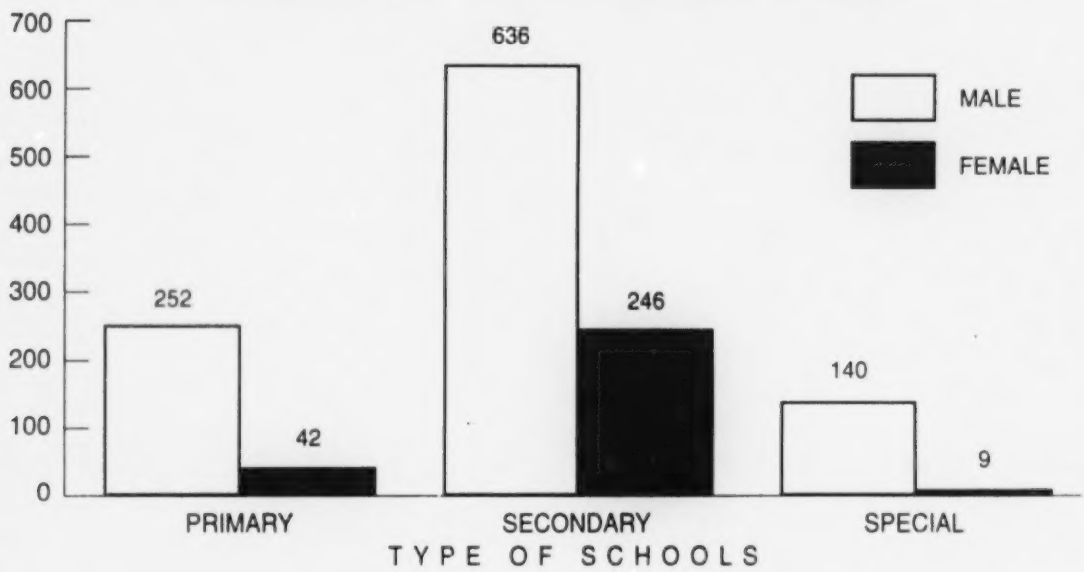
Source: Exclusions from Southwark Schools, 1990 - 1991

TOTAL NUMBER OF EXCLUSIONS BY TYPE OF SCHOOLS 1990/1991

	FIXED	INDEFINITE	PERMANENT	SOUTHWARK MALE	SOUTHWARK FEMALE	TOTAL
PRIMARY	249	20	25	252	42	294
SECONDARY	784	46	52	636	246	882
SPECIAL	131	12	6	140	9	149
TOTAL	1164	78	83	1028	297	1325

Source: Exclusion from Southwark Schools, 1990 - 1991

TOTAL NUMBER OF EXCLUSIONS BY GENDER 1990/1991



MAIN REASONS GIVEN BY HEADS FOR EXCLUSION 1990/1991

SCHOOL	PRIMARY	SECONDARY	SPECIAL	TOTAL
SINGLE SEVERE INCIDENT	30.00	30.10	34.20	30.50
FIGHTING	36.20	35.50	22.80	34.20
OPPOSITION TO RULES	14.30	15.90	16.10	15.60
DAMAGE TO PROPERTY	1.40	4.30	10.70	4.40
DISRUPTION	16.00	9.20	12.80	11.10
OTHER	2.00	4.90	3.40	4.10

Source: Exclusion from Southwark Schools, 1990 - 1991

PRESS ARTICLES

THE GLEANER, Tuesday April 21 1992

HOME NEWS

Anger over black exclusion figures

In response to pressure from black parents and concern from black governors, SBEG and Southwark Council for Community Relations, have organised a public meeting on April 25 to address the matter of the London Borough of Southwark Education Department's consistent failure to release its school exclusion figures for 1990/91.

Anger is growing among black parents and black educationalists in the borough. The figures, first requested by Southwark Black Education Group last year, were promised by December 1991.

Some four months later, the group has been informed that the figures are still not available.

Black children, in most boroughs, have a higher rate of exclusion than white children. In Southwark, it is estimated that 80% of all exclusions are black. This suggests that both parents and children are being unfairly discriminated against by schools, "white dominated governing bodies and an insensitive and complacent Education Department."

"It is high time that teachers governing bodies and the Education Department are made accountable to the black community," said Anstey Rice Chairman of the Southwark Education Group.

Black educationalists are particularly concerned that the Education Department has refused to take the concerns raised by black and ethnic minority parents on this and other subjects seriously.

Attacks

Educationalists are also concerned by the failure of the Education department to reassure parents that it is taking a firm stand against the growing tide of racist attacks and bullying.

According to the Group the Department has failed to keep them or parents informed on the progress made by themselves and the Police to apprehend those who assaulted children and teachers from a local school last summer.

"This in our view is a clear demonstration of the Education Department's contempt for the black community and a sign of the poor leadership quality. We wish to see these negative effects and oppressive practices in the class room which impact on our children and community change." said the group.

The group wishes to promote a fundamental change in these oppressive practices in the classroom which severely affect children and the black community in general The group hopes that the meeting will be well supported and that it will "promote the changes that are necessary to ensure our children receive a fair and just education in an environment free from racism and racist practices. We hope for this in all Southwark schools." said Anstey Rice, Chair of the Group.

The meeting will be held at Warwick Park School, London SE15, 11 - 2pm Speakers include: Europe Singh on the Role of School Management in the Exclusion of black pupils and Dr Ken McIntyre on the Psychological effects of exclusions.

Gordon Mott, Southwark Director of Education and Sally Keeble, Leader of the Council, have been invited to attend.

SOUTH LONDON PRESS, Friday, April 24th 1992

BLACK PUPILS ARE 'MISREAD'

High numbers expelled — claim

A WATCHDOG group is calling for a review of a council's anti-racist policy after claiming that over 80 percent of pupils expelled from school are black

Southwark Council for Community Relations has accused Southwark Council of failing black pupils, and is calling on parents to support them in a demand for change.

The group – in conjunction with Southwark Black Education Group – is hosting a public meeting tomorrow at 11am at Warwick Park School, Peckham Road, where invited speakers will explain the effects of exclusions on pupils.

by JEAN SEGER

Education Director Gordon Mott and council leader Sally Keeble have been invited to attend.

SCCR claims its estimate of 80 per cent puts Southwark way ahead of Neighbouring Lewisham, where 61 per cent of expulsions are black, and Lambeth where the figure is 66 per cent.

SCCR's race equality officer Coralee Baily puts the high figure down to 'cultural differences'.

She said, "The management structure in schools fails to understand that black children have different expressions, mannerisms and body language. This is often interpreted as being rude and aggressive, but that's not always the case."

SCCR, which bases its figures on its own caseload of complaints from parents, accuses the council of withholding the official figure.

But Southwark says its exclusion figures for 1990/91 are not yet available.

Education committee chairman John McTernan said, "The department is having a long hard look at the pattern of exclusion across the borough."

VOICE, October 6 1992 — EDUCATION NEWS

EXCLUSIONS REPORT MAY NEVER SEE LIGHT OF DAY

Government stalls on publication of study

A revealing two-year survey on school exclusions may not be published despite growing pressure on the Government to disclose the figures.

The report, due to be published in November, would have revealed the extent of permanent exclusions (when a child is banned from one school until placed in another).

The statistics, demanded by the Department of Education from every local education authority in the country, asked for the number of permanent exclusions, the type of school and the racial origin of the pupil but do not include indefinite or fixed exclusions, terms which experts say mask the bulk of exclusions.

Brian Norbury, an undersecretary in the education ministry, was quoted by the Times Educational Supplement at a special needs conference, as "having doubts about its validity," adding, "because we haven't got the results and because we're uncertain what steps would usefully be taken, there aren't any proposals." The recent education White Paper, *Choice and Diversity, a new framework for schools*, indicates that grant-maintained schools can take in excluded children, but offers no further answers for a problem rife in the Black community, much of the evidence being based on parents' horror stories and local surveys.

Blamed

And a survey done by National Union of Teachers (NUT) indicated that since the 1988 Education Act became law exclusions have risen by 20 per cent, but this has been blamed on schools 'cleaning up' for the national league tables which followed the introduction of the Act

Mr Norbury admitted that, on the basis of the report's preliminary findings, exclusions were on the increase and that a disproportionate number of them are from, grant-maintained schools.

But the Department of Education denied that the report and its findings would be shelved, citing slow returns for the delay: "Ministers take exclusion very seriously and they will take action if there's any action that can be taken," said a spokeswoman.

Many believe failure to publish the report would be a major setback for grass root campaigners since there are no reliable nationwide surveys on the subject. "Everyone was relying on the work of the Government," said a spokeswoman for the NUT, "but their attitude is inevitable given a foolish government decision - the 1988 Education Act."

'Find our kids a new school'

Parents of excluded children stage protest against education authority

THREE parents whose children have been kicked out of Birmingham schools but have not been found alternative places are staging an angry protest at the city's education office

Isa Stewart, 10, Aaron Francis, 12, of Handsworth, and Etherol Paul, 15, of Stretford, excluded in three separate cases at the end of last year and the beginning of this one, will be left at the offices every day until new schools are found for them.

Isa Stewart's mum, Pauline Stewart, claimed her son's suspension was changed to an expulsion after she complained to the headteacher about the alleged treatment he received from a teacher.

The school claims that Isa dug his nails into a teacher's hand after he was told to stop playing in a game of tug-of-war.

"But Isa told me the teacher grabbed his coat and tore it," said Ms Stewart. "I've tried to talk to the head, but they don't want to know."

Aaron Francis has not been to school since November but the authorities have failed to come up with anything suitable.

Etherol Paul leaves school in 15 months' time. Teachers wanted to send her to a special school after she was involved in a fight with another girl, but her father Joseph has refused to comply.

"Kids will always be involved in little disagreements with each other," he said. "It happens everywhere, but it seems that the authority is continuing to be insensitive to our needs.

"My daughter's suspension is disrupting her studies and it's unlikely she'll catch up with her work in time for exams. That's how the system plays a part in failing children."

The parents' complaints have been taken up by the African People's Education group (APEG), a pressure group which investigates expulsions and exclusions of Black children from schools in Birmingham.

Maxine Tapper, a member of APEG, said that the parents will leave the children at the authority's office every school day until they are found suitable places.

Tolerance

"The education system is criminalising our children even before they leave school and Black parents must take action," she said Enough is enough The situation will continue until we deal with the problem.

"Headteachers are creating unnecessary hardship and problems, especially for single parents, when they kick kids out of school without discussing the issues beforehand. All we're asking for is a little more tolerance," she added.

PROTEST: *Maxine Tapper (left) and mum, Pauline Stewart*

A spokeswoman for Birmingham Education Department said it is aware of the cases and the growing number of exclusions in city schools.

"We have tried to place one of the children into two mainstream schools but both have rejected the child. We have no intention of taking the children into care, but they run the risk of intervention from Social Service if parents continue to leave the children at the office.

"The authority is very concerned that it has very little power to compel schools to retain children."

THE WEEKLY JOURNAL, February 11th 1993

Pupils need teachers' high hopes

Reports show that teachers have lower expectations of black children than white

by Tony Harcup

BLACK youngsters.are expected to fail by too many of their teachers, according to a major survey of school pupils' reading skills.

The finding coincides with a Home Office decision to slash funding for educational specialists employed to support black pupils.

A study of seven-and eight year-olds at 26 inner-city primary schools in Leeds found some marked differences-between white and black pupils.

Report author Margaret Blenkinsop, of Leeds City Council's Education Department, discovered "significant differences in the reading attainments of ethnic groups in inner Leeds, with each of the minority ethnic groups scoring less well than the white UK children."

She said resources were not being concentrated to meet the needs of black children or those for whom English was not their first language.

"The expectations held of pupils, particularly black pupils, need to be increased substantially," argued Margaret Blenkinsop.

Her report recommended that parents and community groups should be involved with schools in deciding-what are the needs of black pupils.

Commenting on the report, Councillor Fabian Hamilton, Labour chair of the council's Race Equality Committee, said: "I'm not sure we're tackling racist attitudes as well as we could be. One of the problems is lack of expectation.

"I think perhaps our teachers have quite a lot of learning to do themselves about their expectations of pupils. There are so few black teachers, and that's got to be significant.

"With a black headteacher in some of these inner-city schools, I bet the results would be better."

However, a Government announcement which coincided with the report's publication suggests it will get harder for local education authorities to tackle racial inequalities. The Home Office is slashing funding for "Section 11" posts which are designed to provide support for black pupils.

Revealing the cut, a Home Office Circular claimed:

"The Government remains firmly committed to the reduction of racial disadvantage which inhibits members of ethnic minorities from playing a full part in the social and economic life of this country."

But it went on to state that "the general economic situation has changed markedly" since it approved funds for three-year Section 11 posts from April 1992. Whereas the Home Office currently pays 75 per cent of costs, this will be cut to 57 per cent in 1994 and 50 per cent the following year — leaving councils to pick up the tab if they can.

Leeds currently has 380 Section 11 specialists and home liaison workers, and those posts are now at risk along with thousands throughout the country. "We can't guarantee those posts," said Fabian Hamilton. "I just can't see where the money is going to come from."

He added: "The situation in the schools is going to get worse rather than better."

APPENDIX 4

COMMITTEE REPORT

1. PURPOSE

1.1 To provide statistical and analytical information concerning exclusions from Southwark schools in 1991-92, and trends in the use of exclusions from 1989-93.

1.2 To inform Committee of the findings of the Exclusions Working Party, and of the range of initiatives underway to support schools in improving behaviour management and reducing exclusions.

1.3 To inform committee of proposed changes in the law relating to exclusion.

2. RECOMMENDATIONS

2.1 That Committee note the data on exclusions and the wider issues of behaviour management.

2.2 That a summary of this report, including the findings of the Exclusions Working Party go to all governing bodies.

2.3 That Governing Bodies be given individual indications of their exclusions compared to the average (Table 5), as last year.

2.4 That committee note the effort and commitment of staff in schools and in support services to improving behaviour, reducing exclusions and increasing quality education for all pupils.

2.5 That the staff and Governing Bodies of those schools who have reduced their use of exclusion should be congratulated and asked to comment on their experience to the Department.

2.6 That the governing bodies of the 7 secondary and 10 primary schools with the highest reported exclusion rates be informed of this, and that they are asked to review their behaviour policy and use of exclusions, and be invited to consider reserving some resources to address the issues in the framework of "whole-school" policy and practice, and that a model whole-school approach be drawn up and brought back to committee in six months time.

2.7 That the attention of governing bodies be drawn to the over-representation of certain ethnic groups in the exclusion figures, in the context of advice about good practice which successfully addresses the issue.

2.8 That a further report on the issues raised through the above actions be provided to all governing bodies and committee within a year.

2.9 That a report be drawn up in connection with the effect on classroom teaching of disruptive pupils.

2.10 That a model whole-school policy be drawn up and reported back within six months with a continuing monitor.

3. BACKGROUND

3.1 Committee received a previous report (17.6.92) on exclusions from Southwark schools. This presented data from 1989-91, set out the law on exclusions and positive strategies being developed by schools. An Exclusions Working Party was set up *(Membership see Appendix I)* and has discussed and contributed to this report.

3.2 Committee requested further reports on the related issues of attendance and education provision in off-site units. Those issues are commented on in this report, but were considered in depth in Phase 2 of the Special Education Review, and a report on the Learning Support Service is included elsewhere on this agenda.

3.3 There has been significant national interest in exclusions, and a DFE consultation on proposals to change the law relating to exclusion. *(Appendix 2)*

4. FACTORS FOR CONSIDERATION

4.1 **Data on exclusions in the academic year 1991-92**

Southwark has nearly 30 000 school pupils, and it is important to note that the majority participate positively in their education, and the work and commitment of all staff promotes good behaviour.

Southwark has a database of reported exclusions from each school. This includes type of exclusion, length of time, reason, gender, ethnicity and age of pupil. The Department is aware of under-reporting and of the existence of informal exclusion.

Summary (Table 1)

The total number of all types of exclusion has risen from 1325 in 1990-91 to 1404 in 1991-92 but has not returned to the high 1989-90 level. (Though there are now two fewer secondary schools). The projections for 1992-3 based on the first two terms is to remain at the 1991-92 level. Permanent exclusions have fallen steadily since 1989, to 76.

Types of exclusion (Table 2)

90% of 1991-92 exclusions were fixed term. Of those 87% were for three days or less, ie 77% of all use of exclusion. (This is the same as the previous year).

In 50% of indefinite exclusions, the pupil was then permanently excluded.

The Authority did not uphold five of the permanent exclusions, but only two pupils were reinstated, the other three requested transfers to other schools. There were also six appeals to Independent Appeals Panels by parents of pupils who were permanently excluded. The Panel found for the parents in four cases and those pupils were reinstated.

Types of school (Table 3)

70% of exclusions were from	secondary schools
24%	primary
6%	special

Compared to the previous year permanent exclusions from primary schools had halved. Exclusions of all types dropped dramatically from special schools, with only one permanent exclusion. The use of Indefinite exclusion declined. The greatest rise was in fixed term exclusions from secondary schools.

Differences between schools (Tables 4 & 5)
Most schools do not have an "exclusion problem". Over 40% of primary schools recorded no exclusions, with a similar number recording up to five. More than five exclusions were recorded by 16 primary schools, compared to 18 the previous year. It is a serious concern that of those 16, four recorded more than 20 exclusions, and the top figure rose from 28 to 42. None of the 42 were permanent exclusions, but they represent a significant impact on those pupils' education. Table 4b shows that permanent exclusion was only used 13 times, by nine primary schools, mainly once only, but two schools used it twice. There was evidence of great care and concern and prior involvement with parents before most of the primary permanent exclusions, and it needs to be borne in mind that these were from a primary population of about 19 000 pupils .

Of the 13 secondary schools it is a serious concern that five recorded over 100 exclusions. (3 County and 2 Voluntary schools). Two recorded 11 uses of permanent exclusion, significantly higher than other schools, and these were among the five with highest overall usage, though the ratio between the use of permanent and of fixed-term exclusion differed widely between schools.

Table 5 relates these figures to the school roll, and compares them to the previous year. It is clear from the *rate of exclusion per 1000 pupils* that in primary schools, permanent exclusion did fall, though the use of fixed term increased, across both county and voluntary sectors.

In the secondary sector county rates of the use of all types of exclusion rose, though fell for permanent. The converse is true for the voluntary sector; the rate of permanent exclusion doubled and that for all types of exclusion fell.

Age (Table 6)
Most exclusions were of pupils aged 12-15 but permanent exclusions were concentrated on 13-15 year olds. These ages are crucial as pupils are choosing course options, doing continuous coursework that will affect their future life chances. Compared to the previous year there was a rise also in exclusion, particularly permanent, of 16 year olds. The number of excluded under 8's fell slightly from 1990-91.

Gender (Tables 7 & 8)
77% of exclusions were of boys. Girls made up 7% of special, 12% of primary and 27% of secondary exclusions. The greater number of single sex girls secondary schools will have distorted this. The ratio of girls to boys excluded from mixed secondary schools varied from 1:3 to 1:11. Girls made up 22% of both permanent and fixed term exclusions, but 30% of indefinite.

Ethnicity (Table 9)
Some ethnic groups are over-represented in exclusions compared to their representation in the total school population. The precise nature of this is unclear as some schools did not supply detail of ethnicity, others recorded most pupils in the *other* codes, and the number in some ethnic groups is a very small sample. But there is obvious over-representation of pupils in the Caribbean and Other Black* groups. (* includes self-defined Black-UK and mixed-race.) This over-representation was greatest at ages 9,10,11,13,16.

There were significant differences of gender within ethnic groups. The small numbers make trends unreliable in most codes but there were high numbers and a higher proportion than in previous years of girls within English, Scottish Welsh; Caribbean;, African; and Other Black categories. The high proportion of girls noted in the Irish category in 1990-91 was reversed.

Within permanent exclusion the ethnicity pattern was similar. The over-representation of certain ethnic groups requires careful and consistent attention. Amongst the issues schools need to address are: whole-school policies and practices, the "ownership" of these matters by all staff,

their shared understanding and consistent application, the skills of classroom management, structures to improve the relationship between the school, parents and community; "registering" the pupil perspective, the overall quality of teaching, and the use made of support services.

The over-representation of particular groups is not consistent across schools, as the ethnic population of each school is different. A focus on the 17 schools with the highest exclusion figures, compared to those with low rates, is needed to tackle this. The Inspectorate discuss exclusions with schools and as part of their monitoring responsibility will continue to report on behaviour in line with the OFSTED arrangements. (See Appendix 5).

Reasons for Exclusion (Table 10)
Fighting was the most common reason, with disruption and opposition to rules also high. Again due to the high number in the *other* code there are limits to the conclusions to be drawn from this. *Other* included cases where no clear reason was stated. Re-classification of reasons for exclusion is recommended by the exclusions working party. There is concern that some exclusions are for cumulative small incidents rather than one serious incident.

Schools admitting Secondary Pupils following Permanent Exclusion (Table 11)
In 1992 four Southwark secondary schools admitted no pupils following their permanent exclusion from other schools. Five schools each admitted 1-4 "excludees" but clearly three schools took in far more than the others, amounting to nine pupils in Y9 in one school. Strategies are being developed to improve integration plans for the admission of *excludees* into secondary schools midyear.

4.2 THESE STATISTICS DO NOT GIVE A COMPLETE PICTURE

4.2.1 'Informal exclusion' appears to be common and is not recorded. Pupils are sent home to cool off for a day and it is not recorded as a fixed-term exclusion. There are indications that pupils move between schools, before or instead of permanent exclusion. Some pupils are "off-rolled" by schools following long absence.

4.2.2 Some pupils are excluded from the curriculum and education within schools, through being sent out of the classroom, sometimes repeatedly and with little alternative education supervision.

4.2.3 Reasons given for exclusion are the end result of incidents between pupils, or between pupils and staff, and are not necessarily the real issue, nor are they comparable across schools.

4.2.4 The figures are for each exclusion, not of pupils, there are a small number of 'repeaters'; the same pupil being excluded more than once from the same or different schools.

4.2.5 There are clear indications of under-reporting of exclusions, particularly from VA schools. (Legally only those longer than 5 days need be reported to governing bodies.)

4.2.6 It is possible that there are some minor errors in the data. Data will be checked back with individual schools, particularly the 17 with the highest reported use of exclusion.

4.3 National Comparison

4.3.1 The report from the DFE National Exclusions Reporting System NERS *(Appendix 3)* gives some data, but the DFE knows this to be incomplete. There is as yet no duty on schools to provide data on all exclusions to the DFE. Southwark appears to have a higher than national incidence of primary exclusion, and of girls being excluded. Recent reports from other London Boroughs show similar levels of permanent exclusion, but do not report such high use of fixed-term exclusion.

4.3.2 The Secondary Head's Association, National Union of Teachers, Panorama, and the London Programme have all carried out national surveys recently, showing great rises in exclusion over the past two years, particularly in permanent exclusions. **That trend is not present in Southwark.**

4.3.3 It is possible the real number of pupils excluded from school has not risen, but that more exclusions are being dealt with according to the law, as more information is made available to parents and governors, about their rights and responsibilities. It is possible that there is high reporting by Southwark schools and the rise nationally could be due to reporting and monitoring being improved to similar levels.

5 . PROPOSED CHANGES IN THE LAW RELATING TO EXCLUSION AND THE EDUCATION OF EXCLUDED PUPILS

5.1 The Education Bill currently before Parliament contains the following proposals:

5.2 LEAs will have a duty to secure the education of pupils otherwise than at school in *Pupil Referral Units*. These units will be expected to follow the National Curriculum and wherever possible return pupils to mainstream education.

5.3 LEAs will have power to direct any school to take a pupil onto its roll.

5.4 Indefinite exclusion will be abolished.

5.5 The DFE will allow for or require funding to follow excluded pupils -either into Pupil Referral Units or other schools.

5.6 The DFE will provide for time limits on the operation of exclusion procedures generally.

5.7 **The DFE plans to issues guidance to all schools to:**
- Ensure that exclusion is used as a last resort.
- Encourage schools to develop early intervention strategies to keep pupils in school.
- Help clarify the operation of exclusion procedures of pupils for parents and teachers;
- Help schools develop strategies for the early identification of the relatively small number of pupils who show signs of emotional and behavioural difficulties. Early action could avoid the need for disciplinary action or a statement of special needs.

5.8 Whilst much of this is welcome clarification, and helpful in that it appears it will apply to all state funded schools, including Grant Maintained Schools, there are some omissions. The DFE does not accept that possibly more funding may be needed in schools and in central support units to support disruptive pupils. Clearly many working the system find the law cumbersome and difficult to implement, or possible to avoid implementing. No statutory duty to report all exclusions is proposed, so it will continue to be difficult to get an accurate picture, and some schools will feel they have been more honest than others in their reporting. If money is taken following permanent exclusion, this could lead to an increase in "informal exclusion".

5.9 The Government, LEAs, Governing Bodies and Parents should all work together to minimise the use of exclusion. Unless all schools have similar policies and procedures, there is a risk that permanent exclusion will become more widely used, which could have disruptive consequences for the education system and have long-term social consequences, for the individual and society.

6. SOUTHWARK EXCLUSIONS WORKING PARTY

6.1 The working party was set up to consider the range of issues involved, including:
- the reasons for exclusions
- the over-representation of some groups, particularly Caribbean pupils and boys
- assisting schools with strategies to prevent exclusion
- monitoring each stage of the exclusion process
- supporting pupils, parents and schools.

The working group was chaired by the Principal Education Psychologist then the Chief Inspector and met seven times. It included representation from headteachers of all phases, officers, support services, parent governors, Southwark Council for Community Relations. The Working Party considered general concerns, and not issues relating to specific schools.

6.2 **Many concerns were identified by the working group** *(Appendix* 4
The group discussed:
The DFE's Consultation Paper on Exclusions, and agreed a response.
The Authority's new Procedures for the Exclusion of Pupils from County and Maintained Special Schools.
Three specific initiatives to improve behaviour.

6.3 The complexity and inter-relationship of the legal framework, and other issues is demonstrated by the following list the group prepared of correlations with or reasons for the use of exclusion:

- High levels of staff turnover (especially in primary schools in 1990).

- Deteriorating standards of behaviour, increasing violence and use of weapons, and increasing numbers of pupils unable to cope with the "conformality" of school. This is a reflection of inner city life.

- A reduction over the past few years in places in offsite provision, and available support teachers for schools.

- Concentrations of younger and less experienced staff.

- High levels of movement of pupils in, out and between schools, through Permanent exclusion, parental choice and population changes.

- Concentration of management effort and training on implementing the National Curriculum, SATS and LMS.

- Greater competition between schools, and publication of Government league tables.

6.4 **Factors identified as contributing to the reduction in exclusion from Primary schools**

- Written explicit agreements with all parents, as part of a whole-school behaviour policy.
- Action to implement the written policies.
- Greater focus on rewards and credit given and shared with parents for good behaviour of pupils.
- Increased numbers of black teachers.
- Increased focus on training for all staff.
- Greater stability, fewer changes within the teaching staff.

6.5 FINDINGS OF THE EXCLUSIONS WORKING PARTY

6.5.1 Poor Communication

Some exclusions could be prevented by improved communication between pupil/parent/teacher/senior school staff with other agencies.

Why and how information from a pupil's past is used in exclusion needs careful consideration. Many parents feel a break of trust or shock at not having been contacted before.

Teachers need training and support to enable them to care and deal with pupils experiencing difficulty and with parents who find this hard to cope with.

Some exclusions are of victims of bullying and/or harassment who have finally retaliated and erupted after a period of suffering, which has not always been known or tackled by staff.

Practice needs to improved in the transfer and use of records between schools, particularly from primary to secondary.

6.5.2 Whole-School Positive Behaviour Policies and Practices

Effective schools are organised to reduce the opportunity for bad behaviour, and so reduce the use of exclusion.

Each school should have a policy statement and code of positive conduct, stating shared expectations, standards of pupil behaviour, attendance, punctuality and mutual responsibilities. It should set out how infringements will be dealt with, to ensure consistency, and fairness. Pupils, parents, governors and others should help develop it, and all the school community should have copies. This "whole school behaviour policy" must link to the School Development Plan to enable effective resourcing, training and monitoring.

Governors need to be aware of the concern of parents about the use of Fixed term exclusion, even for a day. Governors should ensure they know of its use in each school, and that they do review every case where it exceeds five days cumulatively in a term.

6.5.3 Management and support for schools

Some schools could improve the consistency and fairness of implementation and practice of pastoral care policies.

There is need to consider the wider issues that lie behind exclusions, such as violence and abusive language, and the organisation of pastoral systems in schools.

There was some support for improved standardisation of criteria for exclusion across the borough. However the law makes clear every headteacher has powers, discretion and responsibility for discipline. Their professional expertise and knowledge of their own school is acknowledged and must be retained.

There is concern amongst parents about the use of fixed term exclusion solely for breaches of uniform policy; wearing hats, trainers, not wearing ties. This does not appear a fair use of exclusion which is meant to be a sanction of last resort.

Training and support must continue for governors on exclusions, pastoral care and behaviour management.

Special school staff would welcome more training and support from the Education Psychology Service for behaviour modification.

6.5.4 **Environment**

Open-plan classrooms can increase disruption and distraction. Many behaviour issues begin as disputes in the playground.

6.5.5 **Non-teaching time**

Schools need to be aware that many incidents occur or are related to incidents happening at lunchtime and/or on the journey between home and school. All non-teaching staff need to be involved in school policy and implementation, and given greater status within the school.

6.5.6 **Movement of pupils between schools**

There is unease about the delay in arranging admission for pupils who have been permanently excluded, by schools that have places. As many schools are full to capacity this puts an unfair burden on a few to be the readmitting school. *(Table 11).*

Governors who have resisted the use of exclusion in their own school have expressed concern that they have no choice but to take in pupils excluded from other schools. High exclusion correlates with high mobility of staff and pupils, and intake factors. Over 60% of pupils excluded from one secondary school, had joined it after the beginning of Y7. Clearly extra work on integrating these pupils into the school both socially and academically is required. (The majority of non-entrants to exams were also late joiners to schools.)

6.6 **Survey of Staff Opinion on Behavioural difficulties in a secondary school**

The governing body and staff worked with a trainee EP on this project which was discussed with the group. It increased knowledge of what was actually happening in the school, by collecting and analysing all the teachers' perceptions in a questionnaire. This school has established where it needs to focus action. Other schools are starting this process.

7. OTHER POSITIVE BEHAVIOUR INITIATIVES

Exclusion cannot be tackled in isolation to the behaviour policies of the school. It is crucial to improving quality and equality within schools. Many complaints received by the Department from parents are about bullying that is not being dealt with, and perceived unfair discipline of pupils. The investigation of these shows that not all schools have behaviour policies that all staff, pupils and parents understand, follow or "own".

7.1 **Note to Governors : Whole-School Behaviour and Discipline Policies**

7.1.1 A note was sent to all Governors this term, informing them of their legal obligations, and Office for Standards in Education (OFSTED) criteria. They were encouraged to review their school's behaviour policies, particularly in relation to bullying and ownership of the policy.

7.1.2 Schools can improve standards of behaviour by revising their policies and practice, and monitoring implementation. Governors have a key role in this. The action will fall mainly to staff, but Governors must ensure staff are supported and resourced. Governors have responsibility under the 1986 and 1988 Education Acts for the conduct of the school including setting out policy guidelines on the discipline of pupils.

7.1.3 **OFSTED**

The OFSTED criteria *(Appendix 5)* for the inspection of every school includes behaviour and discipline as key indicators. Inspectors must consider them before concluding in their report to the

Governing Body and DFE whether or not a school is at risk of failing its pupils.
It is probable that the use of exclusion by some Southwark schools would be considered excessive by OFSTED. OFSTED commented on the DFE Exclusions Paper:

- Nationally too many pupils are excluded for indefinite periods and for trivial reasons.
- Older pupils should be more involved in exclusion, and more focus given to the rights and responsibilities of parents.
- Schools and LEAs should adopt prevention strategies
- Schools should set targets to reduce exclusion.
- Key workers need to be identified to support reintegration of pupils into school. - Greater focus is needed on INSET for staff on classroom management skills.

7.1.4 **Governor training**
In Southwark this has been offered and well attended on interview skills for exclusions, developing a wholeschool behaviour policy, and tackling bullying. Governors attending have shown great interest and desire to talk about and tackle issues in a positive way and some excellent practice, particularly in primary schools has been shared.

7.2 **Day conference for Southwark heads & deputies**
The conference was run by the Quality & Equality Section to provide strategies for managers on tackling bullying within a whole-school behaviour policy. This built on the Note to Governors and was attended by staff from over 30 schools and the key support services.

7.3 **Behaviour Management Project**
This began in January and will report in September, and is a whole-school policy approach in one primary and one secondary school. It is DFE grant funded from GEST, Grants for Education Support and Training. There will be a report from this and information shared with schools. Particular outcomes have been meetings with parents, the involvement of all staff, and moves to establish explicit contracts of partnership between parents, pupils and staff; outlining respective rights and responsibilities. It is proposed to focus similar work on the 17 schools with high exclusion rates, on a reduced scale given the resources of central support services. This will also inform the new **GEST Reducing Truancy & Bullying Project** which is about to begin in four secondary schools. Given the great pressures on school staff currently, it is most likely that progress would be made if schools agree to reserve some resources to "buy-in" a facilitator and some training, to help them develop a whole-school approach by working through issues with staff, governors, parents and pupils.

7.4 **Accredited Behaviour Management Course**
This was set up by Education Psychology Service and the Inspectorate, and is accredited by the Institute of Education. Currently there are 14 primary teachers, all that applied on it, and it will expand to include secondary teachers from September.

7.5 **Assertive Discipline Training**
The Pupil Support Service propose to run training from September in four secondary schools based on their evaluation of Assertive Discipline. This is a positive praise-focussed approach and there is evidence from other London schools that it can have an immediate positive effect, helps staff, and contributes to a whole-school approach.

7.6 **Metropolitan Police campaign against Bullying**
This is proposed to take place in the Autumn with considerable publicity as a joint initiative with the Council and schools, and will include a poster competition, visits from local community officers to schools. The aim is to provoke more discussion, improve partnership between schools and the community and thus reduce bullying.

8. THE ADMINISTRATION OF EXCLUSIONS

8.1 In the last restructuring this moved from Operations Division to Client and Community Division. Attention is being given to improving record -keeping, and reporting back to schools, and liaison with the Inspectorate, EPS, ESWS and Pupil Support Services.

8.2 Information provided to parents regarding their rights and responsibilities is being revised.

8.3 In general there has been little complaint about the administration of the exclusion meetings. In County schools an officer oversees permanent exclusion meetings and a procedure giving everyone a chance to speak is adhered to. Governors have been given training, though some have commented that they have found some permanent exclusions traumatic to take part in.

8.4 It is difficult for LEAs, and evidently more so for the DFE, to monitor exclusions. The LEA is reliant on schools' own administrative systems to report exclusions and even close monitoring cannot assure picking up all the pupils who have accumulated more than 5 days fixedterm exclusion and are entitled to a Governors' meeting. The LEA procedures require schools to distribute the LEA leaflet to parents whose pupils are excluded, and this explains the time limits and procedures for the type of exclusion the head teacher is using. Therefore to an extent the system relies on either parents knowing their rights (unlikely given the legal complexity and relative rarity of exclusion) or of schools (who are put in an adversarial position) telling them.

9. EQUAL OPPORTUNITIES IMPLICATIONS

9.1 Every school has an aim, published in their prospectus, and underpinning their School Development Plan. Most incorporate a statement that the school "aims to enable every child to achieve their potential through education". Exclusion from school is a denial of that opportunity, and it is a high priority to reduce the number of exclusions, reduce differences between schools, over-representation of certain groups; boys, and pupils of Caribbean ethnicity.

There are some abuses and misuse of exclusion; as a means of forcing parents to acknowledge responsibility for their children, as a means of forcing or attempting to speed-up formal assessment procedures. It is clear that in some cases, informal (illegal) exclusion persists, pupils are sent home to "cool-off" or may even be advised to find another school to avoid the stigma of exclusion.

9.2 Often excluded pupils are already disadvantaged by poverty and other circumstances, and some are from families who do not have English as a first language. A disproportionate number are from black and ethnic minority communities. Section 11 Projects such as *Removing Barriers to Achievement* are a valuable resource to schools in ensuring all pupils really do have the opportunity to meet their potential.

9.3 Greater involvement and information for parents is needed. Greater vigilance is needed to ensure that stereotyping and racial bias do not influence the decisions of headteachers and governing bodies, and that school procedures and practices are not discriminatory in their effect.

9.4 Publication of raw exclusion statistics is not recommended as some parents see high exclusion rates (of other people's children) as an indication of a well disciplined school. Publication could doubly penalise schools with vacant places, as they are already admitting large numbers of pupils permanently excluded from other schools, who are at risk of subsequent exclusion unless a stable education is provided. Many schools are aware of problems and are striving to tackle them and should be encouraged in this.

10. LMS IMPLICATIONS

10.1 LMS has an indirect relationship with exclusion. It is possible that legislation may require the basic unit of pupil related funding, the Age Weighted Pupil Unit (AWPU) to follow the excluded pupil.

10.2 Schools do work to avoid permanent exclusion and it is unlikely financial disincentives alone would reduce it further. The balance of the responses from headteachers and governors to consultation was against putting an "LMS claw-back" into the Southwark Scheme.

10.3 There is a national trend to delegate funding to schools to provide for meeting the needs of all pupils. Though there will continue to be a range of services to support schools, they will increasingly have to use their funding to meet the needs of pupils, who in the past, could be referred to other services. The Priority Learning Support (PLS) element of their budget could be used for this purpose. Many schools with high use of exclusion also had "high" scores on the PLS criteria of pupils receiving free meals, and on the combination of all the factors. However some of those schools with the highest PLS scores were amongst those not excluding pupils.

11. RESOURCE IMPLICATIONS

Reducing exclusion does not necessarily require more resources, but a redirecting of existing resources within schools. In addition to LMS budgets, GEST money, though largely devolved to schools, is being targeted at improving behaviour and attendance. If permanent exclusions rose and more pupils required places in the new *Pupil Referral Units*, this could have implications for the budget.

12. CONCURRENT REPORT FROM THE DIRECTOR OF FINANCE

The Director of Finance confirms that an increase in permanent exclusions could have budgetary implications on the Education Committee revenue budget for 1993-94. However, when the Education Bill receives Royal Assent it is likely to confer responsibility on the LEA for the provision of education to excluded pupils. At this stage, as yet undetermined , there will be financial implications to the Authority for permanent pupils exclusions.

13. CONCURRENT REPORT FROM THB DIRECTOR OF LAW AND ADMINISTRATION (LEGAL ISSUES)

13.1 The Sub committee is being asked to agree a number of recommendations arising out of the work of the Exclusions Working Party.

13.2 The law relating to exclusions and discipline in general is, as the report makes clear, complex. In so far as general discipline is concerned, it is the duty of the headteacher to determine measures to be taken with a view to promoting, amongst pupils, self discipline and proper regard for authority; encouraging good behaviour, securing that the standard of behaviour of pupils is acceptable and otherwise regulating their conduct. This duty is to be carried out in accordance with any general policy and guidance produced by the Governing Body. (S22 Education (No 2) Act 1986).

13.3 The power to exclude a pupil from the school is only exercisable by the headteacher (S22(f) Education (No 2) Act).

13.4 As the report indicates, there are currently three forms of exclusion, fixed term, indefinite and permanent. The statutory requirement for more than five days in aggregate in any one term or

where they will lose the opportunity of taking a public examination as a result. This Authority's Articles of Government for County schools require the Authority and the Governing Body to be informed of any exclusion. There are duties on both the education authority and governing bodies to consider intervention where they are informed of an exclusion in excess of five days or which interferes with a pupil sitting a public examination.

13.5 Any permanent exclusion gives rise to a right of appeal under S26 Education Act 1986.

13.6 The report indicates at paragraphs 4.1 and 4.2.1 that "informal" exclusions appear to be common. Only exclusjons within the Education (No 2) Act are lawful. Such "informal" exclusions are therefore unlawful and schools should be fully aware of the implications both of the unlawfulness of this and the fact that whilst children are "informally" excluded they are likely to remain the responsibility of the school. Such unlawful exclusions also mean that parents are unable to avail themselves of their representation rights which arise after a pupil has been lawfully excluded for an aggregate of more than five days in any one term.

13.7 The report also indicates that a disproportionate number of black and ethnic minority pupils appear to be excluded. S17 Race Relations Act states that it is unlawful for an educational establishment to discriminate against a pupil "by excluding him from the establishment or subjecting him to any other detriment".

13.8 The report correctly indicated, at paragraph 5, that the Education Bill (which is currently at the Report stage in the House of Lords) intends to change the law relating to exclusions and permanently excluded pupils. Those changes or the expressed intentions of the Government to introduce changes are correctly set out in the report. The power for the Education Authority to direct admission to a school (provided the pupil has not been permanently excluded from it) will include the power to direct to a grant maintained school. Once a direction has been made, there will be a duty on that school to admit the pupil. The new duty on Education Authorities to secure education otherwise than at school will include the provision of education in Pupil Referral Units. The Bill is still subject to a large number of tabled amendments and it is unlikely that its final form and effect will be clear until after it has completed all its Parliamentary stages. There is also a Government amendment before the House of Lords to end indefinite exclusions

14. CONCURRENT REPORT FROM THE DIRECTOR OF PERSONNEL AND POLICY RE EXCLUSIONS FROM SOUTHWARK SCHOOLS 1991/93

14.1 This report provides statistical and analytical information concerning exclusions from Southwark schools in 1991-92 and trends in the use of exclusions from 1989/93.

14.2. It also seeks to inform Committee of the findings of the exclusions working party and sets out a range of initiatives under way to support schools in improving behaviour management and reducing exclusions

14.3 Regarding the latter there is concern as to whether or not the working party met its full brief. To be able assess this, Committee should be supplied with the full terms of reference of the working party and its work programme. Officers in the Race Unit are of the view that this working party should be the place where many of the complex issues relating to the over-representation of black and cultural minority peoples in the exclusion statistics ought to be dealt with, For example, there is concern about whether or not refugee pupils are receiving a full and proper education if they are excluded from full participation in lessons through having to sit in classrooms where the only medium of communication is English. This is a relatively new issue

which needs to be addressed, and staff in the Race Equality Unit are only too willing to offer their knowledge and expertise on these matters to the working party and would therefore welcome an opportunity to do so.

14.4 The Race Equality Unit are of the view that the implications of information contained in recommendation 2.6 should be drawn to the attention of all schools in the borough. Doing this could further sensitize all teachers in all schools irrespective of the size of the black and cultural minority presence, of all relevant matters.

14.5 It is considered that an element of the further report on issues raised in recommendations to 8 should include 'action research' including the role of governing bodies within the process of the development of 'whole school policy and school development plans'. It is felt that this aspect would be particularly relevant given the legislative trend towards decentralisation of decision making as part of this process

14.6 Despite what is said above this report is to be welcomed as further contribution to understanding the position regarding exclusions in local schools. Bearing in mind, however, issues raised by the tables, particularly those on age. gender and ethnicity indicate that further work is required if effective strategies are to be developed to arrest the trends thus far established, and set matters right for the future. The Race Unit wishes to make the following observations on the tables.

AGE, Table 6

it is further perceived that pupils aged between 12 - I5 are at the critical period of puberty when their self-identity is crucial. For black pupils and other cultural minorities this phase of their life to some extent determines their cultural identity. If the school, society and the local community are perceived to reject them, it is often the case that delinquency becomes an alternative option.

Ethnicity Table 9

Given the over representation of black children are at the ages of 9, 10, 11, 12, 16 this would indicate the target sample for key research in this area for self-identity studies and culturally related behaviour management programmes.

Reasons for Exclusion Table 10

Given that fighting is determined as the most common reason for exclusions it would have been helpful if it were known whether the perpetrator and the victim of the fight were both excluded. Given the rise of reported racial harassment and racial attacks throughout the borough the, issue becomes a sensitive issue of race monitoring within the school.
With disruption and opposition to rules also high, it demonstrates the need for schools to clearly define the rules in schools and explain and interpret such rules to the variety of cultural groups. This needs to be carried out by practitioners able to effectively communicate cross culturally.

14.7 In conclusion, the Race Unit would wish to make the following specific comments in relation to the following paragraphs of the main report.
These Statistics Do Not Give a Complete Picture
Informal exclusion. The issue of informal exclusion and truancy and access to the National Curriculum needs to be considered to establish whether or not detrimental trends exist.
"Exclusion from the curriculum and education within schools."
Furthermore as with the recent refugee oommunity, sitting at the back of the class without an

understanding of what is happening in the class also need to be addressed. In addressing this issue schools need to be aware of the translation and interpretation needs of pupils and parents and ensure that maximum use is made of articulate Section 11 staff.

Working Together
This is a welcomed requirement since the Government has already expressed the direction of its guidelines. The local authority needs to organise its co-ordinated effort towards the full integration of all pupils to alleviate *"..... the risk that permanent exclusion will become more widely used , which could have disruptive consequences for the education system and have long-term social consequences, for the individual and "Southwark community".*

15. STAFF SIDE CONSULTATION

A copy of this report has been sent to Staff Side, and they were invited to the Exclusions Working Party and were sent its papers.

16. SOUTHWARK BLACK EDUCATION GROUP

A copy of this report has been sent to SBEG and they participated in the Exclusions Working Party.

17. PARENTS CONSULTATIVE COMMITTEE

A copy of this report has been sent to PCC and they participated in the Exclusions Working Party.

18. SOUTHWARK COUNCIL FOR COMMUNITY RELATIONS

SCCR has taken an active part in the Exclusions Working Party and has supplied a concurrent report – attached.

Lead Officer Gordon Mott

Report Author Sarah Phillips - Principal Quality and Equality Officer

Background Papers	**Held at**	**Contact**
Exclusions files	Bradenham	Sarah Phillips: 0171 525 5311

APPENDIX 5

SCCR's Concurrent Report on Exclusion from Southwark Schools 1991-1993

It should be recognised that the setting up of the Exclusion Working party was a direct result of the conference on exclusion held in April 1992, organised by Southwark Council For Community Relations and the Southwark Black Education Group. However, SCCR recognises the amount of work and time which the Department has expended in setting up this working party.

The conference called for a public enquiry into the over representation of Black pupils in the exclusion figures.

It is recognised that Black Pupils and in particular African Caribbean boys, are over represented in the exclusion figures. SCCR recommend to the Schools and Community Sub-Committee the following:

- The need to publicise and draw attention to the fact that having black teachers on the staff of certain schools added to fewer pupils being excluded. To do a more in depth study as to the exact reason why they have impacted in a positive on the exclusion rate. To encourage schools to increase the percentage of black teachers that they recruit

- The need for school to actively involve parents, pupils, staff and other key people in the community in the development of a whole school policy on discipline.

- The need for schools to develop an independent method of recording and interpreting pupils' behaviour in school and to pre-determine in a policy document what is and is not admissible in cases of exclusions. For example wether records older than three months are admissible

- The need for schools to be encouraged to record and report the amount of time children spend out of lessons as a result of informal exclusion.

- The need for the issue of race and exclusion to be looked at as a separate issue. To address the reasons for the over representation of African Caribbean pupils in the exclusion statistics and developing measures to combat the trend.

- To develop a training programme with the assistance of SBEG and SCCR with the aim of combating the over representation of African Caribbeans being excluded from schools.

- To acknowledge that the peak age for exclusion (12-15) is also a critical period of puberty when pupils are unsure of themselves in a number of ways, including their sexuality and identity. To act on this knowledge and include the child in contracts of agreement with agreeable targets on behaviour. In so doing to acknowledge that children progress in different ways to adulthood.

- The need for heads and pastoral staff to embark upon a comprehensive study of adolescence and youth culture as it affects their work.

- The need to revise the punitive approach towards the notion of exclusion. To adopt a developmental and incremental approach to assisting the child to adjust to school.

Before any recommendation for permanent exclusion be made a number of meetings should be set up.

a. All the parties (including parents) involved in the matter should be called together to investigate fully the cause for concern.

b. Parents, their representative and relevant staff meet to discuss the issue.
Contract of agreement to be drawn up with achievable targets with pupils.
Review date set. Support system set up for the child.

c. Review meetings as appropriate. Third review meeting to determine the future of child at the school.

- To develop a very specific training programme for pastoral staff To develop a specification for pastoral work/staff so all schools are clear about the work to undertake to meet these specifications.

- That SCCR and SBEG should be informed of all exclusions by the LEA (on receiving such information from schools).

- That the LEA should undertake an investigation of all schools where it is considered their exclusion rates are of concern.

- That the LEA should undertake a study of good practice in schools and develop a guide to good practice for all schools.

- Southwark Education Department should look at the content and delivery of the National Curriculum to all its pupils and address the issue of its Eurocentric approach. The LEA should assist schools in redressing this imbalance by giving guidance in the inclusion of achievements of Black people in science, art, mathematics and subjects across the curriculum.

APPENDIX 6

EXCLUSIONS FROM SOUTHWARK SCHOOLS 1991-1993

SUMMARY OF THE DECISION - 7.7.93

Agreed

1. That the data on exclusions and the wider issues of behaviour management be noted.

2. That a summary of this report, including the findings of the Exclusions Working Party go to all governing bodies.

3. That Governing Bodies be given individual indications of their exclusion compared to the average (Table 5), as last year.

4. That the effort and commitment of staff in schools and in support services to improving behaviour, reducing exclusions and increasing quality education for all pupils be noted.

5. That the staff and Governing Bodies of those schools who have reduced their use of exclusion be congratulated and asked to comment on their experience to the Department.

6. That the governing bodies of the 7 secondary and 10 primary schools with the highest reported exclusion rates be informed of this, and that they are asked to review their behaviour policy and use of exclusions and be invited to consider reserving some resources to address the issues in the framework of "whole-school" policy and practice, and that a model wide school approach be drawn up and brought back to Committee in six months time.

7. That the attention of governing bodies be drawn to the over-representation of certain ethnic groups in the exclusion figures, in the context of advice about good practice which successfully addresses the issue.

8. That a further report on the issue raised through the above actions be provided to all governing bodies and committee within a year.

9. That a report be drawn up in connection with the effect on classroom teaching of disruptive pupils.

10. That a model wide school report be drawn up and reported back within six months with a continuing monitor.

NOTE TO OFFICERS: Model to include the following:

- method of recording pupils behaviour
- define/standardise reasonable behaviour
- differentiate treatment of victim and perpetrator
- what's acceptable to parents
- staff training

APPENDIX 7

EXCLUSIONS: QUESTIONS & ANSWERS

The purpose of this note is to set out the law relating to exclusion and the different duties, powers and rights of parents, pupils, Head teachers, Governing Bodies and the Local Education Authority,(LEA). Full data relating to exclusions 1989-92 in Southwark and details of the work under way to reduce them will be included in a report to committee in June.

1. What is exclusion?

There are 3 types of exclusions, which are set out in the 1986 Education (No 2) Act

PERMANENT replaces expulsion, a pupil is not allowed on the school premises and their name is removed from the school roll.

FIXED TERM a pupil is required to remain out of school for a period with a date set for return to school.

INDEFINITE a pupil is required to remain out of school for a period, but a date for return is not set.

The 1986 Act sets out procedures which must be followed for every exclusion, and shows the different roles of the Head Teacher, Governing Body, and the Local Education Authority.

2. Who can exclude a pupil?

Only the Head Teacher or a Deputy who is acting as Head Teacher can exclude a pupil. It is not lawful for them to use any procedure other than the 1986 Act which is reflected in the Articles of Government for their school.

3. Who must be informed?

i PARENTS

The Head Teacher must write to parents as soon as possible to inform them of the type of exclusion, reasons for it, the date a fixed term exclusion ends, and the right of parents to discuss the Head Teacher's decision to exclude with the Governing Body and the LEA. Southwark has prepared a leaflet for parents explaining the law and procedures around each type of exclusion. The Head Teacher sends this to parents with the letter that sets out why the pupil has been excluded. This leaflet stresses the parent's right to attend a meeting, and to bring a friend (and where parents can obtain independent advice or an advocate to become their friend at the meeting). The use of an interpreter/translator is offered, and the leaflet is available in Turkish, Bengali, Greek, Vietnamese, Chinese and Yoruba.

ii THE LEA AND THE GOVERNING BODY

The Head Teacher must inform both the LEA and Governing Body if a pupil is excluded

permanently, or will miss an opportunity to take a public examination, or if any pupil is excluded for more than five days in total in any term, and set out the reasons.

4. Does the law set out reason for which a Head Teacher can exclude?

No. Since the 1986 Act made corporal punishment illegal, exclusion is the most severe sanction a school can impose and should only be used when other measures have been tried and failed. The Head Teacher must believe that a serious incident has occurred which necessitate the pupil's exclusion; either for a short "cooling off" period or to reconsider the pupil's situation within the school, or to remove the pupil permanently. Head Teachers are especially concerned if one pupil's behaviour is endangering themselves or others. This includes physical attacks, racist and sexist abuse and bullying, or denying others the opportunity to benefit from education.

The law states it is the Head Teacher's duty to set out rules and procedures for good behaviour and pupil discipline, following guidance by the governing body. This will include setting out sanctions, such as detention, extra work, withdrawal of privileges, and a report system. These rules should be set out in partnership with parents and the community, and parents should be involved early in discussing concerns about pupils behaviour in school. Some schools have written contracts of behaviour signed by parents that set out the agreed standards and joint responsibilities of parent, pupil, teacher and school.

Southwark schools all have discipline policies, and some have agreed with parents the type of behaviour that is intolerable that will be punished with exclusion, eg. carrying weapons, assault on staff or other pupils, wilful damage to school property.

5. Can the Head Teacher's decision to exclude be overruled?

Yes, by the LEA or the Governing Body (but see 7 below). In Southwark a formal meeting is held for every permanent, indefinite and fixed term exclusion over five days. The parent is invited, whether they oppose the Head Teacher's recommendation or not and may bring a friend and other members of their family. Also present will be the Director of Education's representative, Head Teacher, and three Governors. (Governors are asked to consider the gender, racial and type of governor mix in their exclusion committees, but as the meeting must be within days of the Head Teacher's letter, their availability overrides this.) Invitations are also issued to any other agencies such as the Education Social Worker, Social Worker and Educational Psychologist, who know the pupil and family.

The conduct of this meeting is set out in the 1986 Act and the Articles of Government and in the leaflets parents receive.

i. The Head Teacher sets out his/her reasons for excluding the pupil.

ii. Other agencies, (Education Social Worker etc.) set out written or verbal reports.

iii. The parent(s) sets out their views on the situation.

iv. Governors and the Director of Education's representative then ask questions to gain a complete picture of the case.

v. The three Governors are left alone to consider all the information that has been provided, and decide whether to confirm the Head Teacher's recommendation to exclude the pupil or whether to confirm it and reinstate the pupil from a set date.

vi. The other individuals rejoin the governors to hear their decision.

6. Can the LEA overrule the Governing Body if it has confirmed the Head Teacher's exclusion?

If no date is set for the ending of an indefinite exclusion, the LEA must set one.

If the governors support the head, the LEA must, in county or maintained special schools, decide whether or not to confirm the Governor's decision. The LEA can overrule the governors and reinstate a pupil, but the governors can then in turn appeal against the reinstatement to an independent committee.

If the exclusion is confirmed, the parent can appeal to an independent tribunal set up in the same way as the admission appeals committees. The number of days of a fixed term exclusion can be reduced by the LEA, and if any exclusion is overturned, it will be completely expunged from the pupil's record.

7. Can the LEA overrule the Governing Body of a Voluntary Aided School?

The LEA can reinstate pupils who have been excluded on a fixed-term or indefinite basis in voluntary-aided schools, but the LEA cannot overrule the governors' decision to exclude permanently. Parents can appeal to an independent committee against permanent exclusion by a Voluntary Aided School.

8. Who is on the independent Appeal Committee?

A pool of names is kept, similar to the independent admissions appeal system. Three people sit on the committee. They are all independent of the school, and for county schools two may be councillors or members of the Education Committee. The LEA can nominate only one of the three in dealing with a voluntary school permanent exclusion.

9. Does LMS change the powers of the LEA and Head Teachers regarding exclusions?

No. LMS is a provision of the 1988 Education Reform Act and does not alter the 1986 Act regarding exclusions.

10. How are exclusions monitored and reported?

They are reported termly by each Head Teacher to the Governing Body of their school. (This is not a public document, but confidential, and the names of individuals are omitted. A report of each meeting that has taken place attended by a committee of three governors is reported to the next meeting of the full Governing Body.)

Reported annually by the Governing Body to the Parents meeting, including aggregate figures for their school and the average for that type of school in Southwark.

There will be a monitoring report to committee in June setting out the pattern from 1989-91 and from then reports will come annually to committee. This will set out data divided into types of school:- county, voluntary, primary, secondary, special; including gender, ethnicity, age of pupil, length of time and reasons given for the exclusion.
Exclusions are now monitored by the Inspectorate in their programme of full inspections.

11. Are there more exclusions in Southwark than in the rest of London?

The annual ILEA reports showed exclusions from Southwark schools were among the highest in inner London. The number of permanent exclusions each term has slightly reduced between 1989 and 1992, although the school roll has increased. Since 1990 other boroughs have not been able to collect as much data as Southwark, indeed some of their schools do not inform them, though required to do so. Therefore accurate comparison is difficult. Lewisham and Lambeth have recently each published some data but it is not comparable to each other. The DES is nationally monitoring exclusions, but has not published any figures.

12. Are black pupils over-represented

The computer analysis of exclusions between 1989-92 is not yet complete but from looking at partial data it is apparent that Afro-Caribbean boys are particularly over-represented in fixed-term exclusions compared to their numbers in the school population. However, some schools or parents have refused to indicate the ethnicity of pupils; so ethnicity is unknown in some cases. (eg fixed-term under 5 days - where a meeting is not held at which the LEA could establish ethnicity.)

13. How can the number of exclusions be reduced?

The LEA has set up an officer working group to look at issues relating to children out of school, particularly exclusion. A June committee report on exclusions will include positive strategies to reduce the use of exclusion.

Special training sessions for staff in behaviour management have been arranged to increase the use of various strategies to prevent incidents arising, to diffuse tension between staff and pupils, and consider alternative sanctions to exclusion. These will include specialist advice from Inspectors, Education Social Workers and Education Psychologists.

A special project is focusing on pastoral care issues and how they impact on the academic achievements of black boys. This has two black teachers working with secondary-aged boys, and the experience is being shared to improve teaching practice in all our schools.

The Black Mentor Scheme is among the positive initiatives aimed at increasing role models of black achievement and raising confidence in black pupils, and increasing teachers' expectations of them.

The Director has asked Head Teachers to contribute to the inquiry, and also asked them to ensure that pastoral care, discipline and behaviour and equal opportunities issues receive equal attention along with the pressures schools have been put under due to the National Curriculum and LMS.

Each Governing Body will see how their school's number of exclusions (made into an exclusion rate per 1000 pupils) compares with the average for type of school, and will want to be satisfied the school has policies to meet their own targets.

14. What can a parent do if they feel their child has been racially discriminated against by one or more teachers, or has been punished for an incident that was the result of provocation by other pupils?

The Southwark draft Equal Opportunities Policy particularly stresses ethnic monitoring of exclusions by Governing Bodies.

i. As with any exclusion, parents have the right to make representation to the Governing Body and the LEA, and in such a case may particularly want to ensure they have a friend or advocate with them and if the exclusion is permanent they can go through the independent appeals tribunal.

ii. They can also complain to the Head Teacher, Governing Body and LEA through the complaints procedures.

iii. Under S17-19 of the Race Relations Act 1976 racial discussion in schools is expressly prohibited and action under the Act is possible. One parent in London has recently started a case under this legislation.

iv. Complain to the Secretary of State under S68 or S99 of 1944 Education Act dealing with the unreasonable exercise of functions by the Head Teacher or Governing Body.

15. How can the community become more involved?

Become governors, encourage others to become governors, and encourage governors to ask questions about discipline policy, exclusions and alternatives, and attend exclusion meetings.

16. How is education provided for pupils who are excluded from school?

Unless and until a pupil has been confirmed as permanently excluded, their school must set them work to do at home. Once a pupil has been confirmed as permanently excluded and the parents do not wish to appeal, they are asked to choose another school for their child to be admitted to and the LEA can advise which schools have vacancies for that age of pupil. Whilst this is in progress, several hours a week individual tuition will be arranged (this is taught at a centre, not a school or the pupil's home.)

17. How will a school support a pupil if s/he returns after an exclusion, having missed lessons, or joins another school in the middle of the school year?

The pastoral system, the form tutor, year Head etc. will try to ensure that all the subject teachers are aware of an individual's needs, and set work to enable them to catch up within their own capabilities. They will also be aware of classroom management issues around the reaction of more established pupils.

18. Is an education psychologist involved in every exclusion?

No, an Educational Psychologist will not be involved in exclusions unless they have had a significant amount of involvement with the pupil and family before the exclusion.

The Educational Psychologists do not see pupils without the parents agreement.

The systems of exclusion and statementing for special needs are not linked. However some individual pupils who are being assessed may present the Head with an incident that the Head believes exclusion is necessary, for their own or other pupils' safety.